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ABSTRACT

This study discusses innovation in the inservice education and training of teachers (INSET) in Australia. Section I discusses the background of the structure of the Australian school system, the role INSET plays in the educational system, national, state, and local policy and structuring, and various other aspects of Australian education. Section II examines six case studies in detail. They include the Australian Government's Schools Commission Teacher Development Program, the Australian Science Teachers Education Project, the Victorian In-Service Education Committee, the Centre for Continuing Education of Teachers in Tasmania, the Teaching Resource Centre of the Australian Capital Territory Schools Authority, and school-based INSET. Section III draws some conclusions regarding INSET, lists the strengths and weaknesses of Australian INSET, and speculates about the future of the program. A bibliography is included. (SK)

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INNOVATION IN IN-SERVICE EDUCATION AND TRAINING OF TEACHERS

AUSTRALIA

U S DEPARTMENT OF HEALTH
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2

CENTRE FOR EDUCATIONAL RESEARCH AND INNOVATION (CERI)

INNOVATION IN IN-SERVICE EDUCATION AND TRAINING OF TEACHERS

- AUSTRALIA -

by

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Page

SECTION 1: THE NATIONAL CONTEXT.

1.00 Background to the structure and organisation of the Australia School Systems: The theme of centralisation 1

2.00 School curriculum and examinations 4

3.00 Teacher Education 6

4.00 INSET: Policy and structure 11

4.1 Roles and functions of major agencies 11

4.1.1 Up-grading courses 11

4.1.2 Subject associations 12

4.1.3 Inspectors, advisers, consultants 14

4.1.4 State Department Curriculum and Research at In-service Branches 15

4.1.5 Regional structures and centres 15

4.1.6 Publishers 16

4.1.7 Induction year 16

4.1.8 Overview 17

4.2 The increasing demand for INSET in Australia 19

4.3 New initiatives since 1973 22

4.4 National, State and local policy and structuring 25

5.00 Logistic and financial considerations and resources for INSET 28

6.00 Teachers' perceptions of INSET 32

7.00 Monitoring and Evaluation 33

SECTION 2: CASE STUDIES. 35

1 The Australian Government's School Commission Teacher Development (including Education Centres) Program 36

1.1 The Commission, its role and functions 36

1.2 The Commission's seven programs 37

Page

1.3 The climate of opinion in which the programs were introduced 38

1.4 The Teacher Development Program 39

1.5 'Employer-initiated' INSET 40

1.6 Proposals: School Commission Report for the Triennium 1976-78 41

1.7 The Education Centre Program 42

1.8 Proposed mode of operation of the Centres 43

1.9 A Centre at work - the Sydney Inner City Education Centre 44

2 Australian Science Teachers Education Project 47

2.1 Origins of ASTEP 47

2.2 STEP - a U.K. project in teacher education 48

2.3 ASTEP - an Australian adaptation 48

2.4 Conclusions: Transfer and the role of tertiary institutions in curriculum based INSET 52

3 Victorian In-service Education Committee VISEC 55

3.1 Introduction: INSET in the State of Victoria 55

3.2 Teachers Centres and Education Centres in Victoria 57

3.3 What is VISEC? 58

3.4 VISEC and RISEC 59

3.5 VISEC policy 60

3.6 VISEC support for Education Centres and Teachers Centres 62

3.7 The Western Region Education Cen[illegible] 63

3.7.1 Origins and general character of the Centre 63

3.7.2 Programs and activities 65

Page

3.7.3 Noteworthy innovations at Footscray 66

3.7.4 Aims and hopes for the future 66

3.8 VISEC program of activities 67

3.9 Evaluation and VISEC 69

4 The Centre for Continuing Education of Teachers, Tasmania 73

4.1 INSET in Australia 74

4.2 The Centre for Continuing Education 74

4.2.1 Origins of the Centre 74

4.2.2 What is the Centre? 75

4.2.3 The Program of courses offered by the Centre 75

4.2.4 Methods 76

4.2.5 Some distinctive features of C.C.E. 76

4.2.6 Conclusion 77

5 The Teaching Resources Centre of the Australian Capital Territory Schools Authority 79

5.1 Choice of the Centre as a case study 79

5.2 The ACT Schools Authority 80

5.3 The Teaching Resources Centre 81

5.3.1 The Centre's Establishment and role 81

5.3.2 Policy and programs - a three stage approach 82

5.3.3 Distinctive elements of the ACT approach to INSET 84

6 School-based INSET 87

6.1 Teacher involvement in INSET 87

6.2 An ongoing mathematics program in a suburban high school 90

6.3 INSET arising from a practice teaching assignment (pre-service) 93

page

6.4 A planned strategy of school-based professional development 95

SECTION 3: CONCLUSION.

1. General character and limits of this study 101

2. INSET : definition and coverage 102

3. The nature of the INSET task in the Australian cultural setting 103

4.1 Major thrusts 105

4.2 Strengths 105

4.3 Problems and weaknesses 106

5. The future 107

BIBLIOGRAPHY 110

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SECTION 1: THE NATIONAL CONTEXT

1.00 Background to the structure and organisation of the Australian school systems: The theme of centralisation.(1)

Many commentators, including distinguished visitors, have remarked on the unusual degree of centralisation in the organisation and administration of Australian society. The origins of this centralisation are to be found in the pattern of colonial settlement in the congenial but widely scattered parts of the seaboard in the late eighteenth and early nineteenth centuries.

European settlement was concentrated initially in pockets on the more temperate coastal fringe, and few citizens elected to follow the explorers into the dry, inhospitable hinterland until tempted by land or gold to move into the relatively small number of favoured inland regions. It was inevitable that the coastal 'capitals', during the nineteenth century, should assert their supremacy as cultural, commercial, political and administrative centres.

One of the services for which people looked to Government funds and initiative to provide was education. In NSW, the Government made small grants towards the erection of schools and the payment of teachers, on the understanding that the responsibility for education - popularly considered to be inseparable from religious and moral training - would rest mainly with the Churches. Similar arrangements existed in most of the other colonies.

In the course of the nineteenth century the responsibility for administering a system of public education reverted wholly to the governments of the respective colonies. Church schools were generally characterised by inadequate resources, substandard buildings and second-rate teachers. Rivalry between the denominations and jealous suspicion of the Government compounded their shortcomings.

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(1) In this Section we have drawn mainly upon Partridge, P.H. Society Schools and Progress in Australia. NSW Pergamon Press, 1973.

In 1851 South Australia became the first colony to discontinue support for denominational schools from Government funds. Fifteen years later, the NSW authorities were still endeavouring to conciliate both sides in the schools debate by maintaining an awkward scheme of two-system funding (the "national" and the "denominational"). However, as the national or public schools began to increase in number and excellence there occurred decisive shifts of opinion within the community, towards support for State-provided education.

For the most part the Protestant churches came either to welcome or at least resign themselves to the prospect of public education. While the Catholic Church remained hostile to the Government system of secular or religiously "neutral" schools and adamant that only Catholic schools could answer the educational and spiritual needs of Catholic children, the Protestant community in general favoured the new Government schools with their promise of free and uniform education for all.

Between 1872 and 1895 Education Acts in each of the colonies defined the broad pattern of elementary education as free, compulsory and secular or non-sectarian, and simultaneously abolished State aid to Church schools. In each, the public system of elementary education - to which a system of secondary education was added in the course of this century - became the dominant system, charged with educating 75 per cent of the nation's young.

In each colony - or States as they came to be known upon Federation in 1901 - public education was placed under the control of a Minister of the Crown, responsible for the work of a Department of Public Instruction located in the capital city. Although each State has responsibility for its own system of education there has developed a measure of similarity between the various systems, attributable to the States' rather similar histories, systems of Government and cultural and social features.

The public systems of secondary schools were not easily established. A beginning was usually made by the addition of a couple of years of more senior work in some of the elementary schools and separate institutions followed. At first some of the separate high schools did not succeed. Operating against them were problems in staffing and administration, the fact that they charged fees, and competition from a number of excellent, solidly established Independent schools (today's few but prestigious Great Public Schools). The various secondary systems began to emerge only after 1900 and, more recently, have expanded with great rapidity. For all children a period of secondary, or in some cases secondary technical, education is compulsory, to the age of 15 or 16 years (according to the State) and, in the public system, it is free (more or less) and secular in character. The pattern of post-secondary education, which is not the main concern of this Report, is complex and varied, with a range of publicly provided universities, colleges of advanced education, technical and other specialist institutions, adult and evening institutes, classes, etc. and a very small number of private fee-charging institutions.

In Australia education is dominated in both primary and secondary sectors by State-run institutions, although the Catholic and Independent systems remain strong, and there are now moves afoot to diversify and to moderate the traditional centralist powers of the State departments.

The Schools Commission Report for the Triennium 1976-78 provides the following data on Australian school enrolments for 1974:

	Primary	Secondary	Total
Government	80.29	75.44	78.50
Catholic	17.38	16.83	17.18
Other	2.33	7.73	4.32

Of the total number of primary students in Australia, the proportion enrolled in Government primary schools has risen constantly over the decade since 1965. The same period has witnessed a steady decline in the proportion enrolled in Catholic schools. Between 1965-68 there was a slight drop in enrolments in the other independent primary schools, but in each year since there has been a small rise in numbers.

At the secondary level an upward trend in the proportion enrolled in Government schools peaked in 1972. Similarly, the steady decline in the proportion attending non-Government secondary schools was halted, at least temporarily, in that year.

Under the terms of the 1900 Constitution of the Commonwealth education remained within the jurisdiction of the State systems (plus separate systems in the Australian Capital Territory and the Northern Territory which are now the responsibility of the Commonwealth Government).

Each of the State systems of primary and secondary education is administered by a Department of the State Government headed by a Director-General responsible to a Minister of the Crown. The territorial systems are exceptions in that their executive officers - Chief Education Officers - answer to the Commonwealth Minister for Education. The six State systems are quite highly centralised and integrated although some, notably New South Wales, Victoria and Queensland, have, in recent years, considerably decentralised the administrative responsibility for schools through the establishment of numbers of regional Directorates with limited and clearly defined tasks and powers. It is too soon to say whether and how far this movement towards regionalisation marks the end of the long-established centralised systems. One character of the centralised systems which tends to be overlooked by their critics - who are numerous in Australian education - is the possibility of rapid structural change. Thus the transition from selective to comprehensive secondary education was effected quite speedily during the 'fifties and 'sixties in New South Wales. Similarly, the abandonment of external examining in secondary schools in Queensland occurred at a remarkable rate in the early 'seventies.

Despite the fact that schooling is constitutionally the responsibility of the separate States there has been a considerable expansion of the Commonwealth role in education at all levels, especially in the decades since World War II, culminating in the establishment of the Australian Schools Commission in 1973 (see case study 1).

No doubt this shift of powers has been made possible by the Commonwealth's exclusive power to levy income taxes (a power dating from the middle war years), and consequent financial ascendancy over the States. The fact that the States are largely financially dependent on the Commonwealth gives the latter considerable power to develop policies of its own even in areas - such as education - which fall largely within the constitutional powers of the State Governments. The powers to raise taxes and distribute revenue explain the Commonwealth's ability to move directly into the educational field. A whole complex of factors lies behind its determination to do so on an increasing scale during the late 'sixties and 'seventies. Its role in tertiary education, through two separate Commissions, in the financial support of school education, in technical and further education, in research and in curriculum development have expanded considerably. It is unlikely that any Government, whatever its political hue, will seek to reverse this trend, although it will be greatly affected by current and foreshadowed reductions in Federal Government spending and by the present Government's declared intention to administer its programs in closer association with the States.

2.00 School curriculum and examinations.

By the first decade of the present century each State was responsible for a system of free, secular and compulsory primary education. State systems of secondary education for more advanced students had also begun to take root.

The progress of education in Australia has not been smooth, however. There have been "long periods when the schools and the teachers (and the Universities) languished and their morale sagged because of impoverishment and neglect".(1) World war and economic depression sabotaged hopes of a secondary education which particular generations of children and their parents may have held. For others, the rigours of country life were, in earlier generations, impediments to any sort of formal education at all. Only since the last world war has some measure of secondary schooling become available to and expected of all Australian children, including those living in the most remote areas which can be reached only by Schools of the Air and Correspondence Schools.

Until the late 'sixties at least the content of teaching within the public schools in each State was determined by curricula and syllabuses adopted and promulgated by the departments of education and the apparatus of State level syllabus and examining boards. This resulted in considerable uniformity even in such matters as selection of course textbooks. (Because they also prepared students for the public examinations, the independent schools were similarly constrained.)

Furthermore, the centralised nature of the administration ensured a standardisation among the State schools of such things as hours of business, forms of punishment, methods of recording attendance, etc. The studies and discussions which went into creating and adopting a new syllabus differed in form from one State to another and from one occasion to the next. In the construction of a primary syllabus however, the opinions of seasoned teachers or of teachers' federation representatives could be expected to have some sway;

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(1) Partridge, op cit., p.61

e in the secondary sphere the universities were influential arily because they accepted the most advanced of the public inations as serving the purpose of matriculation.

l the early'sixties all States conformed to a general pattern ix years of primary education (ages 5-11) followed by a maximum or six years of secondary education with a public 'Intermediate' ination at the end of the third and a public 'Learning Certificate' r the fifth or sixth.

evised system in New South Wales promulgated by the then ector-General, Dr H. Wyndham, was adopted in part or whole by r States. It made performance in the first year of high school - her than achievement at primary level - the basis for deciding the ection of the student's secondary career and introduced from the nd year a system of elective subjects and levels of study in an rt to accommodate all abilities, interests and ambitions. It aimed reduce wastage in the system by providing alternatives for those dents not of the intellectual elite, until then penalised by an cation sensitive primarily to the needs of potential university rants.

the 'seventies there has been a decisive shift away from the public inations and umbrella syllabuses of former years. Some States no ger conduct public examinations, schools carrying out their own lative assessments of pupils' achievements. In others internal essment has replaced public examination up to the intermediate level. all students and teachers in the exam-free systems are pleased with new arrangements, criticisms being that it subjects students to stiff unrelenting pressure throughout their senior years, and adds stantially to teachers' workload. There is some evidence to support se views. (1)

ernally imposed curricula and syllabuses are rapidly disappearing, ools taking the initiative where once State Departments and remote rds of Studies had the say. The emergence of senior secondary colleges a recent development in some systems, for example the Australian ital Territory (See case study 5).The colleges cater for students in the al two years of schooling (ages 17-18) and for mature-age students hing to complete their secondary education. They devise their own ricula and methods of student assessment and manage to offer a far ader range of accredited and recreational courses of study than was ilable under the examination-dominated systems.

nificant changes have also occurred in Australian primary education we shall shortly consider some of the factors and influences behind these nges.

y primary schools in all States have made interesting and successful tures into new coursework (integrated studies, foreign languages, orted programs such as *Man: a Course of Study*); new methods of more ividualised teaching, use of discovery methods, involvement of parents community members, grouping and class organisation (family grouping; n plan) and assessment (assessing the individual's progress in terms of own past performance).

) Evans, G. *Issues in Curriculum Development in Australia.* Paper presented to OECD/CDC Seminar on Curriculum Development, Australian National University. Mimeo, Canberra, Curriculum Development Centre, August 1975.

Because primary schools are also independent in matters of policy and curriculum, they naturally represent the many possibilities of educational theory and practice, from the traditional to the truly innovative. (1)

3.00 Teacher education.

The origins and early development of teacher education in Australia owe much to British, including Scottish, influences. Until very recently some of the older patterns lingered on, e.g. in some States in the form of the pupil teacher system and throughout Australia, in the somewhat unfortunate dichotomy of standards and expectations in the training of primary and secondary teachers. Many commentators have pointed to qualitative and quantitative deficiencies relating both to pre-service and in-service training. (2) During the past five years there have been quite dramatic changes, in the length, content, institutional framework, methods and financial support for teacher education. INSET has benefited from these changes although the provision still falls well short of what would be necessary to provide a universal system of post-experience education for teachers.

In general pre-service teacher education in Australia is provided in two kinds of institutions, the colleges (Colleges of Advanced Education or Teachers' Colleges) and the universities. The colleges have recently emerged from specialist teachers' colleges under the direct control of State or denominational authorities, and the Universities, until the advent of Federal funding, were all State supported (but autonomous) institutions. The sole exception was the Australian National University in Canberra.

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(1) Documentation on the recent wide-ranging changes in the content and organisation of schooling in Australia is thin, partly because the rapidity, scope and scale of change have outstripped the capacity of policy makers, analysts, researchers and interpreters to keep abreast of change. There are no general overview studies of changes in secondary curricula, teaching and organisation. On primary education, see Bassett, G.W. et al. Primary Edutation in Australia - Modern Developments. Sydney, Angus & Robertson 1974.
Studies sponsored by the Australian Advisory Committee for Research and Development in education (now Educational Research and Development Committee) are now being published e.g. Campbell J.J. Being a Teacher in Australian Schools.

(2) Berkeley, G.F. "What the Statistical Survey Reveals". In Partridge, P.H. et al. Teachers in Australia, Melbourne. Published for the Australian College of Education by F.W. Cheshire, 1966.

See also evidence on teacher education submitted to Australian Senate Standing Committee on Education, Science and the Arts, Canberra, Commonwealth of Australia Hansard Report, 1971.

The colleges offer pre-service concurrent courses, i.e. combining elements of liberal arts or sciences education and teacher training. Originally most were concerned only with the training of primary school teachers, their entry into secondary teacher training being a fairly recent development. For many years pre-service training of secondary teachers was the virtual preserve of the universities, of which only a few had any involvement in primary teacher training. Following the Scottish pattern, some universities took responsibility for educational theory, whilst methods, courses and teaching practice were provided by teachers' colleges nearby.

As they gained independence from the State Governments (and began to receive increased recurrent grants from the Australian Commission on Advanced Education) the colleges moved from being mainly single-purpose, single-level institutions to being centres for multi-vocational, multi-level studies. This transition is still in progress.

The majority of universities offer end-on teacher training courses i.e. a degree course usually of 3 or 4 years duration followed by a one-year Diploma in Education course. Some, however, especially the newer ones, offer four year concurrent courses in which students' degree work extends over four rather than three years. Among these are Macquarie (New South Wales), James Cook (Queensland) and La Trobe (Victoria).

Flinders University, South Australia, offers a rather different course for Diploma in Education students proposing to become primary school teachers. Their two year program - corresponding with stages III and IV of the Bachelor of Education degree course - involves them in one year of full-time study, including two three-week sessions of practice teaching and observation in a metropolitan school, followed by one year of teaching internship. During this latter year the student is employed as an "almost full-time" paid teacher in an Adelaide primary school and his teaching is supervised by University staff. In addition he must undertake two units, Application of Educational Theory and Primary School Methods which apart from formal study require his attendance at three in-service conferences for which he will be released from teaching duties. This program, incidentally, illustrates the blurring of lines between pre-service and in-service education at the point of transition from "student" to "teacher".

The end-on and concurrent courses for intending secondary teachers differ from each other in organisation, style and content. However, both involve a rather heavy concentration on standard baccalaureat work plus a coverage of educational theory and psychology, teaching methods and sessions of practice teaching. Informing these courses is the notion that the teachers emerging from them should be able to demonstrate a range of teaching skills in their professed subject areas and have at least a general grounding in current educational thinking. The emphasis on skills is reflected in several ventures, such as Macquarie University's school experience and mini-course (after Postlethwaite) programs.

The college courses also vary in style, if not in basic content. The most common offering is a concurrent course leading at the end of three years to the award of a Diploma of Teaching (or an equivalent). An increasing number of four year college courses culminate in the award of a Bachelor of Education degree. In content the college pre-service courses are similar to those offered by the universities. Although the leaning is towards concurrent courses of the sort described, some colleges do offer end-on courses.

The colleges offer various kinds of specialist courses - in manual arts, commercial studies, music, art, physical education, early childhood education - within their Diploma of Teaching or B.Ed courses. Such specialist studies are more likely to be offered by colleges than by universities. In some cases there have been moves to elevate the college courses to degree status by re-engaging students for a year of full or part-time study upon completion of their first year of teaching.

Similarly, most universities offer the B.Ed as a follow-up to the Diploma of Education. The Diploma can generally be converted to a B.Ed through the equivalent of one year's full-time study - one form of INSET. An experienced teacher completing such further study would typically finish as a B.A. or B.Sc with B.Ed plus classroom experience. Post-experience Bachelor of Education courses vary in function from those aiming to introduce students to more abstract tenets of the study of education to those whose prime goal is to analyse and extend the professional competence and practical skills of teachers. The Universities of La Trobe, Victoria, and Queensland offer courses of the former type, whilst Monash University, Victoria, offers a B.Ed which aims to extend teachers' grasp of their particular subject areas. Following a period of rapid expansion and change, which may now be settling down, pre-service teacher education in Australia encompasses a chequerboard of structures, styles, methods and even content. These differences appear to owe little to the particular characteristics of State school systems, resting more on institutional necessities, different views about the effectiveness of one mode of preparation or another and fundamental differences of ideology and value which, in Australia, do not generally coincide with State boundaries. Some courses reflect a belief in the essential importance of a liberal arts grounding - others are more pragmatic and utilitarian in their approach. Some are avowedly behaviouristic, although most are eclectic. Whichever their category, all courses, whether in college or university, contain a fairly large element of the history/psychology/sociology/philosophy etc. of education and, increasingly, curriculum theory and design, evaluation and other courses bridging theory and practice. By the end of his final year the neophyte secondary teacher is also guaranteed of having completed a substantial amount of tertiary work in one or a number of subject areas (Chemistry, English, History, etc.). His primary teacher counterpart will have completed a program designed to remedy any subject-area weaknesses he may have exhibited.

There is a growing interest, in pre-service programs, in integrating in-school teaching practice with the more theoretical college-based studies. For example, in Victoria some colleges are preparing students for the Trained Technical Teachers' Certificate. Under an internship arrangement the technical colleges benefit considerably from student practice teaching sessions.

There have been no State-wide drives to develop school based pre-service courses in which work in practice teaching becomes a focal point for the overall college or university program, although individual institutions have launched such courses. (See case study 6). Most university diploma of education courses relate practice teaching to the curriculum study areas, which constitute about half of the teacher education course. There has been less success by univerisities in relating practice teaching to the educational foundations course, comprising educational psychology, cultural foundations, educational evaluation, etc. In one university, school-based teacher training courses, in which slightly less than one-third of students participate, are being established. For them school practice becomes the focus of the educational foundations course. Other universities and colleges are moving in similar directions although the overall pattern remains college or university - and not school-based.

Despite growing interest, there is as yet little formal relationship between pre-service and in-service education in Australia. In Queensland four-year training ensures an attractive salary and to be admitted into that classification many non-graduate experienced teachers are undertaking additional studies for B.A. or B.Ed. Thus develops the sort of symbiotic (and traditional) relationship in which teachers need to attain tertiary qualifications to be sure of promotion to the upper levels and the Education Department derives advantage from the fact that daily more and more of its teachers are expanding their professional knowledge and expertise.

The recently completed Campbell study, *Being a Teacher in Australian State Government Schools* (1), provides data on the educational backgrounds, qualifications and aspirations of a representative group of teachers.

It was assumed that most, if not all, of the teachers would have completed full secondary schooling, although it was known that by no means all had achieved matriculation standard. Post-secondary education completed ranges from one to nine years, with a heavy concentration at the two to four years level.

In the State of Queensland 19.1% of primary and 11.1% of secondary teachers record one year or less of post-secondary education; in the other States comparable percentages range from 0.8 to 6.0. Thus there is in Australia a small but significant problem relating to the qualifications of secondary school teachers.

Most of the teachers surveyed have had some formal teacher training but there are significant percentages among the secondary school groups in South Australia, Tasmania and Victoria without any - 22.1, 15.7, and 9.7 respectively. Of the three main awards held, some form of Teaching Certificate, conferred by a teachers college, is held by a majority of teachers of both levels in all States.

The bulk of State school teachers has been trained initially for primary teaching. In Western Australia, Queensland and Tasmania between 25% and 33% of the secondary teaching force have been trained specifically for primary schools and transferred to the secondary system upon completion of a degree or under a reorganisation of the particular

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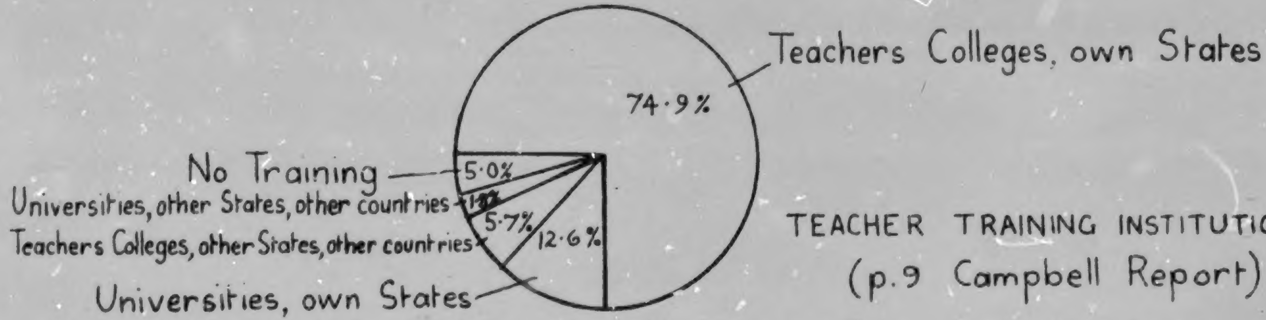
(1) Campbell, W.J. *et al.* *Being a Teacher in Australian State Government Schools*, AACRDE Report No. 5, AGPS, Canberra, 1975.
Campbell obtained questionnaire responses from a sample of 783 primary and 793 secondary teachers with roughly equal numbers from each State. This number equalled 82.1% of teachers approached. In addition a further 920 teachers in east-coast States were interviewed. These interviews supported and amplified the questionnaire results.

State school system. This flow between school levels is almost entirely one way. It is noteworthy that for decades in Australia a major part of INSET has been part-time study by primary teachers qualifying for university degrees.

Campbell's study demonstrates that by far the majority of teachers have been trained in teachers colleges or universities within their home States. There are no interstate differences with respect to the range of institutions but, in comparison with other States, Tasmania has a particularly high percentage of its total sample (27.8) trained at the University of Tasmania and a correspondingly smaller percentage trained at its Teachers College (68.4), whereas in both Queensland and New South Wales local colleges dominate the training scene (81.4% and 84.4% respectively).



TEACHER TRAINING INSTITUTIONS
(p.9 Campbell Report)

Of teachers who have had some pre-service training, most in the primary sector have had two years, most in the secondary either 2 or 4 years depending upon whether they undertook a college course (in whole or part) or a university course. The majority of State education authorities (and bodies such as teacher unions) now accept that primary teachers should be backed by at least three years initial training, and secondary teachers by four years, but few in the samples could admit to these standards.

	Qld.	NSW	Vic.	Tas.	S.A.	W.A.
Secondary with at least 4 years pre-service	18.0	34.3	26.6	40.0	46.7	32.9
Primary with at least 3 years pre-service	6.9	6.5	33.8	22.0	25.2	20.7 (1)

The interstate differences reflect different policies relating to university v. college training of secondary teachers, and different timings relating to the introduction of three years of training for primary school teachers. The differences at primary level will eventually disappear with the introduction in all States of three year training courses.

Very few primary teachers in the sample (between 0.0% in Victoria and 11.39% in Tasmania) have completed a university degree. The percentage of degreed secondary teachers ranges from 34.6% in Queensland to 59.9% in Victoria. Some of these completed degrees prior to the Diploma in Education but a large proportion in each State followed the reverse procedure.

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(1) These figures are for 1973; the percentages will have increased in the interim.

	Qld.	NSW.	Vic.	Tas.	S.A.	W.A.
%	18.2	30.2	36.2	19.8	28.4	20.2

Degrees most commonly held are B.A. (65%), B.Sc. (22.5%) and B.Ed. 7.2%). Very few teachers hold a superior qualification or two bachelor degrees.

4.00 INSET: policy and structure.

4.1 Roles and functions of major agencies.

A major part of INSET in Australia prior to 1973 when Australian Government funds channeled through the Schools Commission (1) provided a great boost, consisted of courses and programs to upgrade teachers' qualifications especially those of one and two year trained primary teachers. In particular the State Departments of New South Wales, Victoria and Western Australia implemented programs with this purpose in mind. Numerically more teachers participated in INSET of this kind than in the shorter, specific and highly practical courses conducted out of school hours and not carrying any academic - or promotional - credits.

4.1.1 Up-grading courses.

Up-grading-type courses still form the greater part of INSET, involving large numbers of teachers in each State. In Tasmania, for instance, a Centre for the Continuing Education of Teachers, an exercise in co-operation between the Education Department, the Teachers Federation and tertiary bodies, has been established specifically to enable practising teachers to further their qualifications. (See case study 2). In Western Australia a departmental facility - the Teachers Further Education Centre - performs the same function of up-grading teachers' qualifications and so assisting their progress in the system. In that State, university and college courses voluntarily undertaken also earn teachers salary and promotional advantage. In Victoria special facilities of this kind are not available for the 7,000-odd primary teachers - many with only partial secondary schooling and minimal pre-service teacher training - currently attempting to up-grade their teaching qualifications. However, Victorian teachers are able to study for university and college degrees, part-time. The Victorian Teachers Union is pressing for an end to one part of the present system, viz. teachers study in their own time for departmental teaching certificates unrecognised for employment purposes outside the State, in favour of a three-year course conducted by an approved tertiary institution and involving a substantial period of practice teaching plus recall for a year of further study after a period of full-time employment.

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(1) These funds are often referred to as Schools Commission, or Karmel funds (after the Chairman of the Interim Commission and author of the ground-clearing Report, Professor Peter Karmel, now Chairman of the Universities Commission).

In Queensland there is friction of a different sort between teachers union officials and the colleges. There, colleges refuse to give one-year trained primary teachers credit for often lengthy on-the-job experience by declining to admit them to up-grading courses for 2 year-trained teachers. Similarly, 2 year-trained experienced teachers are not permitted to enter up-grading courses designed for their 3 year-trained colleagues. Difficulties of this kind very often arise from the division of powers and responsibilities, the multiplicity of agencies and institutions and the overall lack of an appeal framework for teacher education in Australia. Statewide and national agencies concerned with teacher education are bringing about a great uniformity following a period of rapid expansion and diversification but because of the autonomy now achieved by colleges this will consist more of conformity and commonly agreed structures and procedures than of submission to externally dictated requirements or Departmental regulations.

Most of the teachers currently undertaking further study in Australia are those who require degrees to be able to compete effectively for promotion opportunities. The degrees normally are in subject areas with the opportunity to include education units. Some other teachers resume tertiary studies which relate even more directly to their continuing development as teachers. Most universities offer courses involving the equivalent of a year of full-time study in which a Diploma in Education may be converted to a Bachelor of Education.

In addition to providing courses leading to B.A., B.Ed. and advanced degrees, some institutions offered external studies and summer programs. The summer school conducted each January by the Sydney Teachers College has attracted some 2,000 teachers annually for its 50 concentrated courses. Queensland University offers a summer school staffed by inspectors, advisory teachers, principals, practising teachers and academics. The 1975 school attracted 1,400 State and 300 non-State teachers. The University of New England offers external courses in educational administration and in other subjects to meet the needs of country-based teachers.

4.1.2 Subject associations

The subject associations were and continue to be a major force in INSET, particularly of the short course variety. The recent availability of Schools Commission funds has enabled them to mount bigger and better programs and more of them: prior to 1973 programs generally were financed from the proceeds of membership and admission levies, and sales of periodicals, teacher materials etc. The State level associations (and not usually their Federal secretariats) are the prime organisers. They had achieved 'a high standard even prior to 1972 when funding was obtained from the Australian Government' in the words of the President of the Australian Geography Teachers Association. The subject associations for many years have been well placed to assess teachers' needs within particular subject areas and respond to them with courses initiated and managed by teachers themselves. More recently, many of the associations, e.g. the N.S.W. Economic Teachers Association which was founded in 1966, have taken a more direct interest in promoting curriculum reform and research in addition to the more orthodox INSET concerns.

Previously subject associations took responsibility for providing and organising specialist courses - e.g. courses related to changes in syllabus content and external examinations (examples of non-local teacher initiated courses within what were, until very recently, examination-dominated systems). This sort of activity is still a feature of some associations' programs e.g. in 1975 the English Teachers Association of Queensland mounted short courses relating to the implementation of a new English syllabus throughout the secondary level

Several associations host quite ambitious national conferences open to all interested teachers. For example, the Australian Association of Mathematics Teachers, a federation of State branches themselves active in the INSET field, holds a biennial conference. More than 300 teachers participated in the January 1976 conference, at which core lectures were delivered by prominent Australian and foreign mathematicians (the latter brought to Australia at the Association's expense). The Australian Society for Music Education intends its 1977 National Conference to perform an in-service function and hopes to attract up to 1,000 participants.

The History Teachers Association of Australia and the Australasian Commercial and Economics Teachers Association are others which stage national conferences. Both were active in promoting in-service education programs prior to Schools Commission funding. Some national conferences are now preceded by lengthy search studies in which members participate in state-wide surveys of developments and needs in their area of the curriculum. National funding agencies, in particular the Curriculum Development Centre, are involved in the support of some of these studies which combine research, developmental and in-service education functions, e.g. a grant of $3,000 recently made to the Australian Association of Mathematics Teachers supporting a search conference.

Subject associations are most active in offering short programs -normally out of school hours - relating to curriculum content and teaching techniques. Many provide a valuable forum for teachers, students and academics and self-help curriculum materials **through** sophisticated publications (e.g. Modern Teaching Methods Association; Mathematics Association of Victoria; Australian Society for Music Evaluation; Victorian Commercial Teachers Association; Queensland History Teachers Association). The Schools Commission-funded Education Centres since 1973 have become popular venues for many short-term limited attendance programs which over the years have been an important part of the in-service function of subject associations (e.g. Inner City Education Centre, Sydney, Western Regions Education Centre, Melbourne; Brisbane Education Centre). Some of the programs offered go beyond courses, workshops, seminars, etc. to include work study visits (e.g. industry visits organised for its members by the Technical Teachers Federation of Tasmania), and trend reports on current developments in overseas countries e.g. Mathematical Association of Victoria: Recent Trends in British Mathematics Education. 1975.

Recently, the Victorian Department of Education has agreed to a year's full-time release of one 'enthusiastic' teacher in each subject field to act as a resource person for his particular association and ensure that teachers needing specialist help are put in contact with appropriate expert personnel. In several associations, for example, the Victorian Art and Craft Teachers Association, this valuable resource has already proved insufficient for the demands that members are making. The value of providing some additional resources to subject associations is demonstrated by their growing involvement in surveys, appraisals and new initiatives in INSET, for example the brief Resume of State Inset Policies prepared by the Acting Secretary of the Australian Science Teachers Association in 1975.

4.1.3 Inspectors, advisers, consultants.

In earlier years the control and supervisory role of inspectors and advisory teachers extended to include an important on-the-job in-service training function. Before 1972 INSET in Victoria was the virtual preserve of District Inspectors.

The Campbell Report bears out a statement made by a Victorian Teachers Union spokesman, to the effect that many teachers were driven by their hostility towards the inspectorate to boycott all but compulsory in-service education programs organised by them.

> "Despite the efforts of State education authorities to change the image, inspectors are seen by both principals and teachers in most States as assessors of teachers, and not as advisers to either teachers or schools ... There is a strong agreement that it is difficult to combine in the one person roles of adviser and assessor"
>
> > "This fellow here assesses me and therefore I don't dare mention the fact that I've got trouble. If I do, all that happens is that I've supplied him with a 'weakness' to include in his report" .....
>
> The majority express the view that the role of teacher assessment is the one which most inspectors find most congenial, and that, with the granting of greater autonomy to the schools, the inspectorial position is redundant and anachronistic."

In recent years there have been changes in the role of the inspectorate in many States, making it more difficult for them to gain access to schools to perform the old-style on-the-job training. In Victoria, however, inspectors have assumed responsibility for advising the eleven State Regional In-service Committees of teachers' in-service requirements (See case study 3).

Many inspectors have also been instrumental in establishing Teachers Centres. They still enjoy considerable power via their assessment role: some district inspectors are said to insist on evidence of participation in INSET before recommending teachers for promotion.

In Queensland, inspectors have shed much of the bogey man image, although their role in assessment is still a perennial cause for complaint by teachers. In Queensland a committee of inspectors and teachers union officials meets to formulate a system of inspection that aims to act in everyone's best interests.

Advisory teachers play a prominent role in INSET in the States. The Queensland Department of Education employed a small body of advisers prior to Schools Commission funding, but they invariably lacked time to visit any but State schools. Since 1973 the State Development Committee has apportioned funds to the three school systems (State, Catholic, Independent) to support their own advisory services.

In Victoria, the Curriculum and Research Branch of the Department of Education in the late 1960's responded to calls from teachers for the appointment of consultants with specialised knowledge and skills in traditional secondary subject areas. The Curriculum and Research Branch now supports some 120 primary education and 100 secondary education consultants. Primary consultants spend some time based in particular schools and some time on the move between schools. They organise most regional in-service education activities. Their ranks are swelled by teachers seconded to educational and quasi-educational institutions - Curriculum and Research Branch, zoos, art gallery, holiday camps, etc. - to act in an Education Officer capacity, assist and advise in curriculum development and in staging in-service programs. However, the complexity of this operation is such that the Victorian Department of Education now has under way an inquiry into the possible reorganisation of all its curriculum services to provide more effective support for school-based curriculum development. Doubtless this will lead to significant changes in INSET even though the Curriculum and Teacher Education Branches are separate entities within the Department.

In Western Australia advisory teachers are sometimes chosen on the basis of a high level of teaching skill in a particular area together with an adequate qualification. In most cases they are seconded from schools for 2 to 5 years and employed on a full-time basis. The number of permanent advisory teachers is small by comparison.

4.1.4 State Department Curriculum and Research and In-service Branches.

The various State Curriculum and Research and Teacher Education Branches have for long mounted in-service education programs, of short and long duration, sometimes jointly, often separately. They have also played an important dissemination role, alerting teachers to the latest developments in education through their various wide-circulation publications (e.g. in Queensland the Curriculum and Research Branch publications, because of their valuable in-service character, are financed from in-service funds).

Sometimes departmentally-sponsored programs are conducted in close association with tertiary institutions. In Queensland, for instance, four colleges serve as venues for the State-funded Whole Term Release Program. Others are venues for short term residential programs (e.g. Gatton College in December 1975 hosted an orientation program for newly appointed administrators, while Kelvin Grove College of Advanced Education annually plays host to secondary teachers participating in a series of extended refresher courses).

4.1.5 Regional structures and centres.

In several states - New South Wales, Victoria, Western Australia and Queensland - regional structures have developed and in-service education has been undertaken at a regional as distinct from State and local levels.

The amount of responsibility accorded the regional in-service committees varies from State to State (See case studies 1 and 3)

Teachers Centres, to be distinguished from the Schools Commission Education Centres (see case study 1) provide course, discussion and workshop opportunities (e.g. Tasmania has three centres, all pre-dating the Karmel Report, two now operating with Schools Commission assistance). Since the injection of Schools Commission monies the number of Teachers Centres in Victoria, New South Wales and Queensland has increased radically. They are established by the State Departments using Schools Commission funds and vary in size and character from centre to centre, State to State. Some States provide resource/residential centres for use for INSET e.g. Raywood In-service Centre and Wattle Park Centre, South Australia; the Reading Centres in Victoria. (See case study 3) Teaching Resources Centre, Canberra).

On a number of occasions special workshops have been organised in these kinds of centres in relation to major national curriculum projects (such as ASEP, the Australian Science Education Project). It is anticipated that the regional education centres and state professional support centres and teachers centres will play a major part in the dissemination and in-service functions associated with the projects program of the Curriculum Development Centre, beginning in 1977 with SEMP, the Social Education Materials Project.

4.1.6 Publishers.

Not all the initiative for in-service has rested with Government agencies or teacher groups. Some publishers of new courses offered one day or weekend workshops for teachers proposing to implement the new materials. The publishers paid for and organised these in-service programs which were inevitably restricted to teachers in metropolitan schools, e.g. ACER/RIGBY - IMP - Individual Mathematics Program; Endeavour Reading Scheme, Triad Mathematics Laboratory (1). Educational Media Australia abides by the publishers' insistence that all intending teachers have intensive pre-use instruction in *Man: a Course of Study*.

4.1.7 Induction Year.

In Australia, the importance of further training and support during the first year of teaching is beginning to be recognised. In many States responsibility for the induction of first-year-out teachers rests with the schools - in the primary schools, with the principal or his deputy, in the high schools often with the appropriate senior master. Methods used range from the informal (meetings in a local pub) to the formal (weekly conferences between new and experienced teachers for discussions and possible solution of problems confronting the former). In 1976 Western Australia will mount a State-level program designed to isolate and tackle the special needs of neophyte teachers. In a similar program in Victoria in 1975 it was found impossible to identify and attend to the needs of individual teachers in large and formal programs of this sort.

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(1) Bassett, G.W. *et al.* *op. cit.*

> "New measures which have been widely proposed in Australia to assist the beginning teacher and which have been adopted in some schools, include reduced teaching loads and classes, adequate pastoral care and guidance, meetings between new teachers, opportunities for observing experienced teachers such as in team teaching situations and allocation to classes of reasonable ability level" (1)

Upfield High School, Victoria, is one of a very small number of schools which can boast a well organised program of induction for teachers in their first year.

The Education Research and Development Committee is supporting a study of induction year possibilities including those being tested in the U.K. From this it may be expected that a range of programs will emerge.

4.1.8 Overview.

With modification and changes all the foregoing are still in operation, but greatly enlarged and expanded since the massive injection of Federal Government funds after 1973.

The major widely attributed deficiencies in INSET available prior to 1973 included:

- overall lack of resources in terms of personnel, materials and time
- uneveness of provision (e.g. in the early 'sixties New South Wales had approximately 80% of the Australian total)
- unequal opportunities for city/country teachers
- lack of adequate incentives and rewards
- an overall lack of clearcut policies and mechanisms of co-ordination (the first national conference on in-service education occurred in November 1974, at the instigation of the Schools Commission)
- lack of research and limited strategic thinking about needs and resources
- limited consultation of teachers by administrators and course organisers
- lack of research into needs and program effectiveness.

One explanation for the particular form taken by INSET over the past two decades was the type of primary and junior secondary pre-service teacher education prevalent in the 1950's. This was much influenced by teacher supply and demand factors. As elsewhere, the demand for teachers in Australia fluctuates according to such things as economic/employment conditions and demographic trends. At present due to a tight employment situation (compounded in some States by a sustained high intake of migrant teachers in latter years) the competition for teaching posts is particularly fierce and all employing bodies (State, Catholic and Independent) are able to be much more selective than hitherto in the recruitment and appointment of teachers. In the 'fifties and'sixties, however, teachers were generally in short supply. The States were unable to staff secondary schools with graduates alone, and 2 year courses were initiated in at least 2 states (New South Wales and Queensland) for the training of junior secondary teachers. South Australia adopted a system of off-the-street recruitment of people with partial tertiary training, who were then expected to acquire teaching skills on the job. South Australia, facing a similar shortage of primary teachers in the early mid 'fifties, recruited numbers of women on the basis of secondary school performance, and involved then in six week sessions of school-based observation and discussion, as a preparation for teaching.

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(1) Musgrave, P. "Social Change and Teachers: Contemporary Policy in Australia." Mimeo. Undated.

As recently as 1968 the situation was relatively unchanged so that Partridge was able to claim

> "There are very few who would deny that standards of training for both primary and secondary teachers are at present too low."(1)

Currently three years pre-service training is the minimum required of Australian primary teachers (in Victoria, Australian Capital Territory and elsewhere two-year trained teachers are compelled to up-grade their qualifications to at least three-year status).

Since the 'sixties there have been marked changes in the character of school populations due to changing patterns of immigration (creating great demand for teachers of English as a Second Language, migrant children, multi-cultural education etc.).

Equally, shifts in methods of classroom organisation, changes in school design, etc. have given teachers with special skills or training an edge over less able or qualified colleagues (e.g. teachers experienced in team teaching, open plan, etc.). Curriculum changes have affected the demand for types of teachers- for instance the need for science and mathematics teachers and for teachers of utilitarian or vocational-type subjects has often been considered greater than the need for teachers of English/History and Modern Languages. Finally there is a current heavy demand for pre-school teachers and for teachers of Aborigines, in many States.

Also in relation to the form INSET has taken, we need to consider the atmosphere of the late 'fifties and early 'sixties and the push towards open education and integrated studies for example in Victoria, partly under the influence of a handful of local progressives responding to trends in the U.K. and the U.S.A. That was the climate in which W.G. Bassett's book on individualised education in the primary school Each One is Different (2) was released - a climate in which a cadre of more reform-minded teachers rged, making new demands and exerting new pressures for innovative service programs.

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(1) Partridge Op. Cit., p.179

(2) Bassett, G.W. Each One is Different, Melbourne, Australian Council for Educational Research, 1963.

1973 in one State there was on average less than one day per year of ET per teacher. It is an aspiration of the Schools Commission that, by 0, there should be five days of release for INSET per teacher. In some tes little opportunity existed until recently for teachers to initiate service courses or to participate in their design or conduct. In all tes particular problems resulted from the disproportionate number of ng teachers in country schools and from dearth of INSET provision non-Government schools.

availability of Schools Commission monies has permitted a continuation the various types of in-service functions being performed prior to 3. It has led to the improvement and extension of the various in-service erings already described. Under the Schools Commission Teacher Development gram country teachers are no longer penalised because of distance from metropolitan centres; teachers in non-Government schools have vastly reased access to INSET; in most States teachers are demonstrating ater initiative in the design and conduct of professional development grams.

short, the provision of Commission funds has made for definite litative and quantitative improvements in INSET Australia-wide. But ore proceeding to a review of the pressures for change at the Schools mission's, not the States' initiation, it is necessary to affirm the ency of many of the developments discussed in this paper. The situation improved appreciably in the three years since Karmel reported:

> "Because it relates to quality rather than quantity, the need for funds for the development of teachers in service often finds less ready accommodation in State budgets when it becomes an alternative to deficiencies in numbers of teachers employed. The difference between good and poor teaching is harder for the community at large to detect than are large classes or the lack of pupil places, and is therefore less likely to be the subject of public pressure." (1)

The increasing demand for INSET in Australia

ide array of interrelated factors has brought about a massive expansion INSET in Australia during the past three years. The most obvious these is the substantial increase of Federal money, made available ough the Schools Commission, both directly for teacher development and ough other programs, such as the Innovations Program which has stimulated ide range of new initiatives in education. However, other forces are so at work and it is to these that we must turn in order to understand directions being taken by Federal, State and local level programs. ce research in this area is almost non-existent, this section of the port is inevitably somewhat speculative and tentative in character.

Schools in Australia. Report of the Interim Committee for the Australian Schools Commission, AGPS, May 1973, p.121.

- One factor behind the increasing demand for INSET in Australia, is teachers' need to master new technologies and gadgetry. Victorian In-service Education Committee officers claim that the single most common requirement is for courses which will increase teachers' expertise in the use of all sorts of audio-visual equipment and materials. (The Victorian In-service Education Committee program of activities for 1976 contains a preponderance of Educational Technology courses, many extending over several evenings). There is a similar interest in audio-visual courses in the Australian Capital Territory, while many of the mini courses conducted by the Centre for the Advancement of Teaching (CAT), Macquarie University, Sydney, also aim to increase expertise in this area. Education Centres visited in New South Wales, Queensland and Victoria house audio-visual equipment of a sophisticated variety and mount courses in such areas as audio-visuals, use of overhead projectors, slide production. reprographics, film-making, etc.
  Services are provided by State media and library units, e.g. the Services Divisions of the N.S.W. Department of Education. Also in N.S.W. the State Development Committee provides touring media vans to instruct teachers in the far reaches of the State in use of audio-visual equipment.

- Another factor is the impact of new theories and viewpoints, e.g. Piaget and Bruner (a glance at Joint In-service Committee programs for 1975-76 confirms this e.g. Early Childhood Education program, Australian Capital Territory, 1975; Piaget and Classroom Application - Metropolitan West Area ISEC, N.S.W.- 3rd Term 1975).

- Apart from the utilitarian motive of enhancing promotional prospects, Australian Capital Territory teachers applying to attend INSET are said (by principals and Authority staff) to wish to enhance their teaching abilities; to confer with colleagues from other schools; to devote some time to reflection on all sorts of educational matters. Western Australian teachers are said to be motivated by a desire to stay abreast of educational and curriculum developments, to refresh or refurbish their own expertise and to learn of the thoughts and activities of other teachers. Victorian In-service Education Committee officers believe the growing demand for places in in-service programs is evidence of a failure of teacher training institutions to equip teachers adequately to meet the demands imposed by their profession. Victorian teachers are said to be attempting to compensate for gaps in their initial vocational preparation. They have expressed a preference for courses which provide the opportunity for work at practical 'grass roots' level and allow for the expression of personal viewpoints and for discussion of problems associated with teaching. This is an interpretation which reflects a deep division of opinion in Victoria and elsewhere in the country about the proper directions for teacher education to follow.

- A further major impetus is increased awareness of movements and trends in INSET in other countries. Australian academics, teacher educators, educational administrators and teachers themselves have undertaken overseas study tours and their observations and experiences are widely communicated.

- Reorganisation of schooling in many States - including changes in examination systems - is also behind the growing demand for INSET (e.g. New South Wales School Certificate was largely replaced by internal teacher assessment in 1974; course work assessment in Queensland schools; in the Australian Capital Territory a new system of assessment of senior secondary students; in Victoria and the Australian Capital Territory a drift away from the externally imposed syllabus, with schools assuming individual responsibility for curriculum).

- Increasing teacher autonomy coupled with growing awareness of the need for new skills and understandings in order to exercise it is a further factor. The Campbell Report (p.17) confirms

  > "... that the classroom teachers are now playing a key role in professional decision making, and are convinced that salvation is likely to be dependent upon their own efforts ...
  >
  > "The teachers acknowledge that they have prime responsibility for most of what goes on within their classrooms, although .... they would like to have an even bigger say, and there is some variation among the States. All of our evidence suggests that the devolution of responsibility is further advanced in South Australia, Victoria and Tasmania than it is in Queensland, New South Wales and Western Australia."

- In Victoria in 1975 the State Education Act was amended to allow parents, citizens and teachers to collaborate with principals in devising school policy yet many principals are too accustomed to working in a system in which the burden of accountability is shouldered by the Department suddenly to begin making and justifying more and more important decisions regarding school policy. Many teachers and principals are deemed ill-equipped to satisfy the demands and expectations of a community increasingly knowledgeable about education and vocal in its ambitions for its children. There is need for courses which will equip them to cope with the opening up of school systems and to deal with an elite group of informed parents.

- Changes in the school population - the emergence of the older, more mature student - and the emergence of the secondary school as a common school, must also been seen as factors in the drive to participate in INSET.

  Musgrave reports:

  > "... even between 1969 and 1972 the proportion of entrants to all secondary schools who remained until the final year of schooling rose from 27.5 to 32.4 percent." (1)

Additional factors include:

- curriculum changes resulting from the impact of imported materials e.g. MACOS, Dienes mathematics and PSSC Physics, and teachers' feelings of inadequacy in the face of more complex teaching tasks

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(1) Musgrave art. cit. p.3.

- the individualisation of learning and open planning in schools, with demands for new skills of management, workshop organisation, group activity, etc.
- the growth of teacher radicalism - e.g. among Victorian secondary teachers
- changes in pre-service teacher education, e.g. Victorian State College, Melbourne, has developed into something akin to a liberal arts college, providing a more general education and attending less to specific skills and training routines. It encourages a more questioning open-ended approach to problems, producing more critical and inquiring teachers of a higher standard of general education than hitherto.

A 1975 Victorian survey (1) revealed that primary teachers on the whole favour in-service programs based on practical teaching method. Their secondary colleagues opt for programs aiming to develop specific skills (e.g. remedial reading) and programs concerned with innovations in educational theory and/or practice. Technical teachers share their preference for programs of the latter kind. It is apparent that teachers are aware of many of their in-service needs and of the sorts of programs that might best satisfy them.

4.3 New initiatives since 1973.

Professor Peter Karmel in 1973 argued that pre-service education is 'no more than the beginning of the teacher's professional development'.(2) He saw in-service education as being as imperative for those entering administrative posts, whether at school of system level, as for the ordinary classroom teacher. Karmel's definition of in-service education was especially broad:

> "In-service education embraces all the planned experiences which a qualified teacher may undergo for the purpose of extending his professional competence." (3)

He saw scope for two complementary types of INSET:

(i) employer-initiated conferences and courses designed to induct teachers into new knowledge and methods, and (ii) more searching courses with strong theoretical content which move 'outwards from the teacher's own experience and [are] based on his own developing conception of what it might mean to be a competent practitioner'. (4) (these latter were deemed more appropriate where school-based curriculum development was taking hold). The Interim Committee of the Schools Commission recommended special grants to assist teacher development (e.g. general recurrent grants to enable replacement of teachers participating in short-term INSET) for both forms (public/private) on an intersystem basis and proposed the Education Centre program, the Disadvantaged Schools Program, and the Innovations Program. (Case study 1 contains fuller details of the Schools Commission.)

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(1) A Survey of the Opinions and Attitudes of Teachers from the 3 Divisions as they Relate to In-service Education. (B.W. Coyle, Curriculum and Research Branch, Education Department of Victoria) (See also case study no. 3)

(2) The Interim Committee for the Australian Schools Commission, Schools in Australia. Canberra, Australian Government Printing Service, 1973.

(3) ibid, p.119.

(4) ibid, p.120.

The Interim Committee's Report was criticised on a number of counts by Martyn Cove (1), a senior in-service officer with the Tasmanian Department of Education. Cove believed that the Committee had overlooked certain vital facts and glossed over others. He argued that:

- teachers were conditioned by experience to look for external direction and could not be expected to assume a more independent and positive outlook simply because funds (and general guidelines for their expenditure) had suddenly been made available.

- the Report's vague description of employer-initiated INSET led one to assume that

> "somehow the employer, whoever he is, does this organising in limbo, virtually without reference to the employee, and that teachers attend, and this is effective."(2)

- the Committee was insufficiently explicit in its directions concerning the conduct of the Education Centres

- up-grading courses being undertaken by thousands of Australian teachers

> "offer possibilities for teacher development that have been ignored in the Report.... by using the problems of the classroom as starting points for in-depth, year-long study in which the practising teachers contribute as much as their lecturers or tutors, a great deal could be done. Short courses are no substitute for intensive study designed to meet the particular needs of mature practising teachers."

- Freed of the responsibility for training teachers, the State Departments should be more vocal in insisting that the tertiary institutions provide teacher training courses of a high standard. (Cove's views on this are to some extent embodied in the Tasmanian Centre for Continuing Education, case study 4).

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(1) Cove, M. "Implications of the Australian Schools Commission for Teacher Development", in Leon Allwood (ed) Australian Schools: The Impact of the Australian Schools Commission, Australian International Press and Publications, 1975 (pp. 48-62).

(2) Ibid.

Cove summarised:

> "...the proper role of an education authority is to initiate and service and not to control. This applies to both long-term courses of a formal nature and the shorter informal type of activity. Once distinctions are established between 'employer' and 'teacher initiated' activities, then the problems of power, authority and the ownership of truth are bound to arise, and the communication process gets caught in the traditional bureaucratic tangle."

Whether Cove's criticisms have any validity in this third year of Schools Commission operation may be indicated in part by this Report which aims to describe - in more or less detail - the gamut of Australian INSET pre- and post-Karmel.

Certainly reports from some States suggest a measure of truth to Cove's assertions that many teachers did and do require a significant change in understanding and attitudes in order to make sound use of the funds and freedom now open to them in the area of INSET. On the other hand, reports from the States lend no support to the suggestion that employers might be organising conferences 'in limbo, virtually without reference to the employee'.

With regard to Cove's third point, one illustration is the difficulty experienced by the Queensland Centres in relation to incorporation. How much this was due to the Karmel Committee's not having specified procedures, how much to Commonwealth/State jealousies or misunderstandings is again matter for further study. On the latter point, Tasmania and Western Australia appear to be the only States in which provisions of the sort urged by Cove are being made.

The possibilities for Schools Commission and State Department involvement in the conduct of Education Centre programs require more detailed exploration and consideration than can be attempted here. More generally, it may be said that the broad guidelines approach adopted by the Schools Commission does not preclude - even if it does not encourage - the development of more prescriptive procedures within State, regional and local units which Cove and other INSET practitioners have been urging in recent years.

As currently operating, the Schools Commission Teacher Development Program allows for

- direct provision of short courses and workshops
- funding of short courses and workshops provided by other bodies including schools
- funding of longer courses (such as Queensland's Whole Term Release Program)
- support of residential centre activities (Raywood In-service Centre, South Australia)
- whole school withdrawal programs (workshops and conferences involving an entire school staff with provision for replacement teachers, (Australian Capital Territory, Victoria, Queensland)

- support of experimental projects (of the sort being undertaken in Queensland, see below)
- support of local consultants for school-based programs
- support of research into teacher preferences regarding INSET.

In recommending funding for the two types of INSET the Karmel Committee favoured the employer-initiated variety ($7.6 million v. $2.6 million for teacher-initiated). However, there seems subsequently to have been a shift in emphasis towards teacher-initiated INSET, (for example the role of the Schools Commission in promoting regionalisation and localisation of INSET, with the resultant enhanced prospects of teacher involvement). We shall consider the role of the Schools Commission more closely in case study 1.

4.4 National, State and local policy and structures.

Unquestionably, Schools Commission funding has been the major force providing great improvements in the quantity and quality of in-service education in Australia over the past three years. At the same time the sudden pressures on administrators and teachers to adjust to a situation of plenty after many years of want has created a number of difficulties - and exposed some existing deficiencies - at both system and school levels.

Given the pattern of educational administration in Australia - six complex, bureaucratic organisations responsible for evolving and maintaining separate and in some ways disparate systems of education - it is not surprising to find serious communication gaps existing between the State Education Departments. Opportunities for information exchange, discussion etc. are limited at all but senior levels.

Similarly, communication gaps exist within the various systems:

> "There are Secondary Schools Divisions and Primary Schools Divisions each with its own hierarchy, its own salary scale, its own sense of identity. The boundaries between the two can be so strong that they have very little communication with each other and consequently no strong sense of common mission." (1)

Crane's description merely hints at the complexity of the State Departments and the systems they administer - their complicated networks of divisions, branches and committees; their hierarchy of positions from Director-General to teacher aide; their array of philosophies, priorities, procedures, objectives and loyalties.

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(1) Crane, A.R. "Communication in Education Organisation: An Overview" in Walker, W.G., School, College and University. Brisbane, University of Queensland Press, 1972.

The limited communication between States acts to the detriment of the various Development Committees in that much of their work is carried out in ignorance of administrative and organisational procedures and strategies for in-service education which they might profitably emulate in their own States. It has also complicated attempts by the Schools Commission to evaluate the overall success of its initiatives and plan possible new initiatives or amendments to existing programs. From this point of view it is significant that the present Report is the first attempt at an overview of Australian INSET in the post-Karmel era and it should itself contribute to better communication between and within the States. The formulation of the national Curriculum Development Centre, which became a Statutory Authority in 1975, is also a contribution to this end.

Links between the Schools Commission and the States were especially weak prior to the 1974 National Conference on In-service Education sponsored by the former. The conference appears to have contributed to a strengthening of links between States and the Commission, although a Commission spokesman said that it would wish for even more openness in their dealings with one another.

A conference is planned in 1976 by the Schools Commission of chairmen of the Joint In-service Committees in the States.

Given the historical background of separate systems of States providing education in Australia it should cause no surprise that there has been pressure on the part of the States towards the Commission. Some senior State officials hold that funds available under the Commission's programs are no more than the States' entitlement and that the Commission has no authority to intrude in State affairs, even to the extent of seeking information about the disbursement of funds, the types of programs mounted, administrative arrangements, etc. Furthermore, in several States there is a lack of precise co-ordination and of an overall strategy for the administration of INSET, so that the respective In-service Education Committees themselves still lack such elementary information as program attendance figures; amount and ease of release for INSET, etc. The Schools Commission regards it as a matter of urgency that all States mount evaluation programs of the sort at present being conducted by the Victorian In-service Education Committee. (See case study 3).

Many administrators and teachers exhibit uncertainty in the face of the new roles and responsibilities which are an inevitable concomitant of the revolutionary changes in education of recent times: hence Professor Karmel's insistence in Schools in Australia on the paramount importance of in-service for educational administrator and class teacher alike. Some progress is being made in this regard.

The Queensland Secondary In-service Branch is in the final phase of a three-year strategy to reduce role-anxiety among administrators by making them more competent practitioners; a strategy involving series of extended workshops, conferences and seminars for subject masters, deputy principals, principals and district and regional inspectors. Western Australia, Victoria and the Australian Capital Territory have mounted numerous in-service education programs for administrators at various levels in school and system. Their programs for school principals recognise principals' need to

- cope with changing ideas of school design, school management, class groupings, pupil assessment, etc.
- be supportive of innovations within their schools and in education generally
- work harmoniously and productively with teachers and members of the community in curriculum development, policy formulation, etc.
- assume responsibility for inducting neophyte teachers.

> "It is clear that the principals require very substantial assistance on the administrative side, before they will be able to make significant contributions to the day-to-day classroom work of their teachers." (1)

We have suggested some of the main reasons behind teachers' increasing demand for INSET - the need to master new gadgetry; to come to terms with new educational theories; to attain proficiency in curriculum design, development, and evaluation; to keep abreast of developments in their special teaching areas. The Campbell report on *Being a Teacher in Australian State Government Schools* confirms that teachers have begun to play 'a key role in professional decision making', yet reports from the States suggest that many teachers lack the knowledge and understanding to put their newly inherited responsibility to best use. It is apparent, for instance, that too few teachers possess the skills and insights necessary for the demanding task of curriculum development, that their level of thinking needs to be considerably raised if school-based curricula are to be effective.

Teachers and administrators are not the only ones who require training to cope with new roles in education. In the Australian Capital Territory 'in-service' courses are provided for non-teaching members of School Boards - one of their major functions in the new system now operating in the A.C.T. being to work with principal and teachers to develop curriculum and formulate policy relevant to the individual school.

We have said that in the majority of States the traditionally centralised Departments of Education are now devolving some of their powers and responsibilities to authorities at regional and district levels. If an improved administration is to result from this partial transfer of power, in-service education will once more have a part to play in equipping regional and district personnel to exercise it in the soundest possible fashion.

Relations between State, Catholic and Independent sectors in the INSET context appear to be uniformly good. The inter-systemic principle adopted by the Schools Commission (see case study 1) is being honoured in all

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(1) Campbell, *op. cit.*, p.33

States and teachers in non-government schools enjoy far greater access to good quality in-service education than they did prior to 1973. All systems are represented on the central, regional and local committees established to ovesee the spending of Schools Commission Teacher Development funds. Many poorer Catholic schools also benefit under the Disadvantaged Schools Program while schools in all systems benefit under the General Recurrent, General Buildings, Libraries and Innovations programs.

Subject associations unanimously applaud the Schools Commission's initiatives in regard to teacher development and continue at the forefront of organisers of Commission-funded INSET. The tertiary institutions are on the whole only marginally involved in INSET of the short course, limited attendance variety, although individual colleges and universities play an important role as venues for vacation programs, in-service workshops, seminars, etc., and there are signs that this may increase at least in the colleges. In some cases tertiary personnel assist in the conduct of such programs. Many academics are also active in the INSET context via their membership in subject associations and on in-service education committees. Of course, the traditional and very powerful role of universities, and increasingly the colleges, as centres of advanced study and research for teachers remains one of the most significant components of the total INSET provision.

We have briefly touched on the question of expectations, incentives and awards relating to teachers' participation in INSET and shall shortly consider the findings of three surveys into Australian teachers' perceptions of INSET, reasons for attendance or non-attendance at programs, etc. The pattern is varied and rapidly changing. In most States there is pressure on minimally trained teachers to up-grade their qualifications through further study, promotion beyond a certain level being impossible without such additional qualifications. While numbers of teachers voluntarily resume studies to enhance their professionalism others undertake accredited or non-accredited courses which will make them eligible for appointment to specific posts (remedial teacher; teacher librarian, etc.).

The problems of transfer and tenure also exert pressures on qualifications -seeking: although participation in INSET does not directly affect either in any State, it can be presumed to add substantially to a teacher's value within the system and hence to his store of bargaining power. Finally, is it unreasonable to assume that a proportion of teachers engaging in INSET do so primarily as a means of ingratiating themselves with those in authority - the principal, the District Inspector, the Department itself?

5.00 Logistic and financial considerations and resources for INSET: a roundup of States and Territories.

We have endeavoured to procure commensurable data on a State by State basis but it is clear that at present a basis for accurate and valid comparison either between States or over time does not exist. Financial data have been freely supplied by the States and we have drawn upon these but without further verification and, no less important, the construction of a more substantial set of comparative techniques, we would not wish the figures that are cited in this section to be treated as conclusive evidence of the scale and level of funding throughout Australia.

In Western Australia State expenditure on in-service education is 'not determinable', however the Schools Commission share amounts to $645,000. In Queensland total expenditure on INSET is $1,125,000, of which $860,000 is Commission money. Immediately prior to 1973, the Queensland Department was providing $90,000 annually for INSET; it currently provides $265,000 for activities organised for Government teachers. Before 1973 the Victorian Department provided $50,000 per annum for INSET; at present it provides $60,000 to supplement Schools Commission monies. Total expenditure in South Australia is $1,080,000 of which $50,000 is from State funds. All funds for INSET in the Australian Capital Territory come from the schools Authority budget (the Australian Capital Territory system does not benefit under the Schools Commission Teacher Development Program). In 1975/76 $140,000 was initially allocated for INSET purposes; however this has since had to be reduced in light of the current financial restrictions.

In Western Australia in-service education is accorded high priority in each of the four divisions, primary, secondary, special (services) and technical. Some measure of INSET is compulsory for Government teachers. Generally release for INSET varies from a mandatory two days every two years to a fortnight, however release of up to one year is available for specific courses, e.g. school librarianship, special education. In 1975, 5,000 teachers from a workforce of 10,000 participated in departmental programs on one or more days.

Since the appointment of a Superintendent of In-service in 1959 the Western Australian Department has been committed to INSET as a means of increasing and keeping current the expertise of teachers. Recent years have seen a growing volume of in-service education at the instigation and direction of District Superintendents; increasing acceptance of the individual school as the main focus of in-service activity; support for regional education resources centres as venues for out-of-hours teacher development activities; increasing consultation with teachers on the content and nature of department-funded programs.

Participation in INSET is not compulsory for teachers in Queensland, New South Wales, Victoria or the Australian Capital Territory, although in all systems in-service personnel express the hope that teachers' desire for professional development will motivate them to participate in some form of INSET. (In South Australia returners to the system after an absence of six or more years must undertake 20 days of INSET within two years of their return.)

In the Australian Capital Territory curriculum development and in-service education have been identified as major priorities in 1976/77 by the appropriate committee of the Interim Schools Authority Council. Although participation in INSET is not obligatory, teachers' promotional prospects are enhanced if they do take part in some activity and there are pressures, such as closing the school for a two day staff conference, to participate. Similarly, many Victorian Inspectors require evidence of involvement in INSET before recommending teachers for promotion.

In the Australian Capital Territory in 1975 two-three days was the maximum release allowed for INSET although there are hopes of raising the amount of release per teacher to five days in the near future. The situation in

New South Wales is identical, while in Queensland the superior figure has already been attained. In Victoria in first term 1975, the Victorian In-service Education Committee approved activities totalling 46,000 man hours (the State system comprises some 54,000 teachers). South Australia appears to be lagging - with one-two days release per teacher - although the Department attaches great importance to INSET and encourages teachers' participation. Proposals for INSET are welcomed from all individuals and organisations: in-service education is not considered as something to be 'imposed from above'.

In Western Australia the majority of departmental courses occur in school-time, whilst the bulk of Schools Commission courses are held out of school hours. In the case of compulsory 2-day refresher courses classes are cancelled or schools closed according to circumstance. For courses exceeding two days relief teachers are paid from the Department's recurrent funds; for courses longer than a fortnight Schools Commission funds are used to pay for replacement staff.

In Victoria and the Australian Capital Territory teachers are released for INSET at their principal's discretion, and both systems boast records of high release. In South Australia approval again rests with the principals. In Victoria, the Australian Capital Territory and Queensland engagement of relief staff is the principals' responsibility. Not surprisingly, throughout Australia where principals have discretion as a body they appreciate the importance of INSET, but an acute shortage of relief teachers restricts their ability to approve release for INSET. Criticism of release both by principals and by the general public seems to be growing. In 1976 the Australian Capital Territory is facing a shortage of relief teachers and for this reason most in-service programs are to be held after hours and on weekends.

In Queensland secondary teachers may be released only for study pertaining to a new curriculum, a change of teaching role, or for refresher courses. Other types of INSET must be undertaken in their own time.

In Western Australia the injection of Commonwealth funds is said to have increased the absolute value of the in-service program and also its cost effectiveness. The compulsory segments are judged to be less cost effective than the voluntary.

In addition to its two in-service co-ordinators, the Queensland Department has twelve teachers on 'unofficial' part-time secondment to teachers centres to facilitate the provision of in-service. Both co-ordinators believe that it is more reasonable to assess individual in-service offerings in terms of cost effectiveness than to attempt to evaluate the total in-service program. Observation has convinced them that many programs fail to promote desired behavioural changes in teachers - although they may well satisfy immediate needs.

The Australian Capital Territory in-service officers have similar qualifications to their counterparts in the State systems - tertiary qualifications, relative seniority within the service, merely on-the-job experience as providers of INSET. (Queensland appears to be alone in mounting programs specifically to train people for this role.) In the Australian Capital

Territory, as in New South Wales and Victoria, these officers take a 'backseat' role, describing themselves as facilitators rather than initiators of INSET. Initiation is left to the teachers, the three groups abiding by the principle of 'grass roots' teacher responsibility for their own professional development (as enunciated in the Karmel Report). Their attitude seems in sharp contrast to the Western Australians' emphasis on employer-initiation. The cost effectiveness of the Australian Capital Territory program is said to be increasing as the system matures. (A tightening of the employment situation is one factor in improved cost effectiveness - it has led to a lower turnover of teachers than in the system's very early days, which means that programs are not having to be constantly repeated to accommodate large numbers of newcomers to the system. A second factor is that local expertise is being tapped to a far greater extent than before so that the Authority now avoids the expense of importing large numbers of interstate experts to assist with INSET.)

Victorian In-service Education Committee officers believe that many individual schools are bedevilled by high teacher turnover: as a teacher acquires expertise - via INSET - of a sort which the school urgently needs, he discovers that he has a marketable asset and promotes out, obliging the school to find a replacement. At the system level INSET is only moderately cost effective, the amount of funds consumed in organisation and teacher expenses being often high in relation to the perceived returns to the system.

In addition to its full-time contingent, the South Australian Department employs a large number of people for whom in-service is a part-time activity. In-service programs are staffed by education officers, consultant and advisory teachers on two-year secondment, and very occasionally outside consultants. The cost effectiveness of INSET is considered to be relatively low at this time. However, in view of the paucity of evaluation studies judgement on this matter must remain provisional.

In-service and specialist branches all play a part in in-service activities sponsored by the Western Australian Department. The Department's program is organised by in-service branch staff in co-operation with the Directors of Primary and Secondary Education, District and Specialist Superintendents and the Principals Association. The Schools Commission Teacher Development Program is organised by the Superintendent of In-service Education (the executive officer of the Schools Commission In-service Committee) and his professional staff who include three education officers employed through Commission funding. Programs are prepared from submissions recommended by the two Planning Committees (primary and secondary) and requests by schools, teachers, the Catholic Education Commission and the Association of Independent Schools. Teachers from non-State schools are invited to attend all departmental programs staged in country areas and when possible the same invitation applies to city programs. Schools Commission courses always include non-State teachers, normally in the ratio of one to every four State teachers.

In the Australian Capital Territory, the Schools Authority In-service Education Committee, which includes in its membership representatives of all systems, of tertiary institutions and of various Government and community groups, co-ordinates INSET for teachers from Government and non-Government schools. The Catholic Education Office also independently offers in-service courses of an inter-systemic nature, although it plays a much quieter part than the Authority simply because the latter successfully caters for most of the needs of teachers from all schools. The Catholic system is assisted by a grant from the Commonwealth Department of Education from which to meet the travel costs of its teachers participating in interstate in-service conferences and workshops.

In South Australia major in-service activities are carried out by a sizeable number of departmental agencies (e.g. Resources and Planning Branch; Reading Centre; Wattle Park Teachers Centre; Raywood (residential) In-service Centre). Major programs carried out by others with approval and/or funding from the State Department or the Joint In-service Committee include courses in bushcraft (National Fitness Association); course in Basic Casualty (Red Cross); courses in religious education, health, librarianship, curriculum studies and Italian culture, (Colleges of Advanced Education). There is considerable 'grass roots' inititation of INSET although some programs are developed and conducted at Central Committee level. The regional offices have established committees charged with identifying and accommodating teachers' needs for INSET.

6.00 Teachers' perceptions of INSET.

Several studies have been undertaken in recent years into teachers' perceptions of INSET.

One Victorian survey, (1) using a questionnaire format, invited a sample of primary, secondary and technical teachers to indicate what sorts of in-service programs they considered to be most useful, (pre-research interviews had indicated a universal desire for more and more effective INSET).

The primary teachers expressed a preference for programs with a bias towards practical teaching method. Their secondary colleagues favoured programs focusing on innovations in educational theory and/or practice, (technical teachers shared this preference), and programs aiming to develop specific skills e.g. remedial teaching.

The survey uncovered an 'extremely high approval of everything offered', although some teachers were dissatisfied with existing arrangements for INSET (teachers differed as to the most acceptable timing of in-service courses, and all strongly disapproved of teachers having to assume extra teaching loads to cover for colleagues participating in INSET).

The primary and technical teacher groups preferred programs allowing for observation of schools at work and involving participants in work at practical 'grass roots' level, while the secondary group opted for programs which allowed for expression of individual viewpoints and discussion of specific professional problems. In the eyes of all groups an ideal program would have experts and practising teachers at the helm, be informally uctured, provide ample opportunity for individual input, and involve hentic exemplars at 'grass roots' level.

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(1) Coyle, B.W. op. cit.

teachers emphatically rejected teachers' union involvement in the duct of in-service programs, although there was a measure of support for olvement of subject associations. There was an overall preference school or local area-based programs controlled by locals with ilities to call upon outside expertise.

er ideas emerging from the survey were:

- all teachers need periods of INSET at regular intervals

- teachers have an obligation to pass on successful new ideas to non-participating colleagues

- involvement in INSET does not shake teachers' self-confidence.

Campbell report on Being a Teacher in Australian State Government ools investigated teachers' perceptions of INSET as well as identifying ups within the profession whose need for some form of INSET was tical (e.g. married women returners; young and minimally qualified chers; teachers who had transferred from primary to secondary division hout benefit of special preparation). Teachers were invited to suggest s in which the teaching service might be improved. Their three prime cerns turned out to be over-large classes, substandard buildings and ilities and dearth of resource personnel. The need for increased INSET rated fifth - after salary increments - in a list of ten most popular gestions for improvements.

major part of the recently conducted Victorian In-service Education luation Project was a Questionnaire to Teachers.(1) It quizzed teachers ensively on their attitudes to and experiences of INSET and many of its dings corroborated those of the two surveys just described. Further ormation about this study is contained in the case study of VISEC, No.3

00 Monitoring and evaluation

necessity this section of the paper is concerned more with deficiencies proposed schemes than with accounts of successful working procedures. st effort in recent years has gone into 'getting things going' - the achers and administrators in the various States confess to a feeling of ving been taken by surprise by the massive injection of Commonwealth ds into in-service education. In a few short years the latter have been arged with the task of evolving a system for the effective disbursement funds and co-ordination of INSET. Evaluation is to be the next phase.

ctoria is leading in the area of evaluation. The Victorian In-service ucation Committee last year commissioned Monash University and the stralian Council for Educational Research to conduct a 3 part evaluation its in-service program (Victorian In-service Education Evaluation Project,

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) Questionnaire to Teachers, VISEEP, (Victorian In-service Education Evaluation Project, Mimeo, November 1975.

case study 3) the bulk of which (literature review, analysis of teacher questionnaires/interviews with inspectors etc.) has already been concluded.

In Queensland, evaluation of INSET is a hope for the future. In that State, a series of ambitious in-service programs has consumed all available in-service funds for the present. Professional in-service education staff in Queensland currently follow the sorts of subjective evaluation procedures used in other States - Western Australia, New South Wales, Australian Capital Territory - head counts, teachers' replies to questionnaires, volume of proposals for programs, positive feedback to in-service personnel, inspectors, advisory teachers *et al.*

New South Wales in-service personnel gave no indication of the likelihood of an evaluation project in the near future. In the Australian Capital Territory, Authority in-service staff are conscious of their lack of training in evaluation techniques: meanwhile they are awaiting the emergence of the Victorian In-service Education Evaluation Project and ERIC reports to see what techniques if any might be applicable or adaptable to the Australian Capital Territory situation.

The relative neglect of evaluation through large scale, systematic studies is perhaps symptomatic of the overall condition of INSET in Australia today. Many programs and structures made possible by Schools Commission funds had to be got going very quickly, partly because of the methods of financing that were adopted; these did not incorporate significant evaluation at the design stage and since then the authorities have been fully occupied with developmental, organisational and administrative tasks. The older, more established forms of INSET have been able to absorb funds and expand their activities along lines already developed, where the need for evaluation was felt to be less than paramount: schemes and ideas had been worked out over many years, tested on a small scale and now that funds were available the task seemed to be to utilise them. Now, however, the need for thorough evaluation is being increasingly felt, not only because finance has suddenly contracted, but primarily as a consequence of the realisation that too little is known about the overall situation and the effects of particular approaches for us to be confident about what should be the next steps. INSET may be said to be entering a phase of reflection and professionalisation, after three years of extremely rapid but not always well articulated growth.

SECTION 2: CASE STUDIES

It is apparent from our broad survey in Part 1 that in-service education in Australia has been in a state of ferment since 1973, following a long period of relatively steady growth. Only a few research studies of the period of change have yet been carried out, the first national conference took place less than two years ago, and in the present economic climate it is by no means clear which of the major initiatives introduced through Schools Commissions and augmented State funding will be sustained. It is clear that low cost models, especially those which make the most effective use of scarce and experienceed specialist staff, will have considerable appeal to State as well as Federal administrators.

There have been significant and interesting innovations which are extremely important within the regions or States in which they have occurred. Some of them are too costly to extend, others, scoring high on this criterion, from a national or international perspective could not be regarded as offering new insights or postulating new ways ahead however valuable they may have proved in the situation for which they were designed.

Selection of particular innovations for more detailed treatment as case studies in this report thus presents several problems. How enduring are they likely to be? To what extent are they context bound? What evidence is there concerning their effectiveness and acceptability? Of what interest might they be to wider audiences? Are they potentially interesting but too expensive? The cases selected are designed to bring out, in part, the distinctive qualities of the system or contexts of which they are part, and they are deemed to be important within those systems. The extent to which they have wider interest or potential for transfer must be judged by the reader.

1.00 The Australian Government's Schools Commission Teacher Development (including Education Centres) Program.

1.1 The Commission, its role and functions.

The Schools Commission was established by the Australian Government as a statutory body by the Schools Commission Act 1973. The Commission was preceded by an Interim Committee set up in December 1972 under Professor Peter Karmel, then Vice-Chancellor of Flinders University, to:

> "examine the position of government and non-government primary and secondary schools throughout Australia and to make recommendations on the immediate financial needs of those schools, the priorities within these needs and the measures appropriate to assist in meeting them".

The major recommendations of the Interim Committee's May 1973 Report were accepted by the Australian Government and funding for Australian schools for 1974 and 1975 was authorised by the resultant States Grants (Schools) Act 1973. In the period to June 1975, when the Commission presented its Report for the Triennium 1976-1978 to the Minister for Education, some $784 million had been made available to the country's schools and school systems for programs recommended by the Interim Committee. This was a sudden, massive increase in Federal subvention of Australian Schools and a remarkable boost was given to the State, Catholic and other educational systems throughout the country.

Under the terms of the Schools Commission Act the broad functions of the Commission are to:

- recommend to the Minister, after consultation with interested parties, what Australian Government funds should be provided to schools and systems in order to ensure acceptable standards throughout Australia
- investigate and report on any aspect of primary or secondary schooling.

In making recommendations the Commission has been required to consider the need for improving the quality of existing school provision and to promote increased and equal educational opportunities. It is expected to carry out its work in close collaboration and association with other agencies and bodies responsible for education at Federal and State levels.

The Commission must take into account:

- the primary obligation of State governments to provide and maintain government school systems of the highest quality and open without fees and religious tests to all children

- parents' right to choose government or non-government schooling for their children
- educational needs of handicapped children and young people
- needs of disadvantaged schools and of students within schools who are disadvantaged in their education for social, economic, ethnic, geographic or other reasons
- the need to encourage diversity and innovation in schooling
- the need to stimulate public interest in and support for educational improvements
- the desirability of providing special opportunities for students of exceptional ability
- the economic use of resources.

The Schools Commission has endorsed the values upon which the recommendations of the Interim Committee (Karmel Committee) were founded. Prominent among these values were:

- devolution of responsibility and maximum decision making at the point of action
- equality, reflected in a guarantee of minimum resource standards to all schools and extra resources to those enrolling handicapped or relatively poor children
- diversity within common resource standards
- community participation in schooling
- preservation of the intellectual functions of schools whilst attempting to carry them out more effectively and to extend the functions of schools in response to social changes.

1.2 The Commission's seven programs.

The Commission has administered seven programs for which the Interim Committee recommended funding. The scope and direction of these programs represented both a development of earlier policies and significant changes in some of them. Before 1970 Federal support to government and non-government schools had been for such specific purposes as the construction and outfitting of science and library facilities. Uniform per capita grants subsidising general recurrent expenses in non-government schools had been initiated in 1970; prior to 1974 the Australian Government did not provide general recurrent funds for government schools in the States. Grants for building works in both sectors were introduced in 1972.

Programs administered by the Commission are:

General Recurrent Grants Program, providing supplementary funds for unspecified purposes relating to general running costs of government and non-government schools and systems

- General Buildings Grants Program, providing for upgrading and replacement in government and non-government schools and for additional places and new schools in the non-government sector

- Primary and Secondary Libraries Program, for construction and equipping of libraries and training of teacher librarians

- Disadvantaged Schools Program, providing extra resources to schools identified on the basis of the socio-economic features of the communities they serve and in response to proposals developed by schools to improve their own effectiveness

- Special Education Program, to improve services to handicapped children and enable states to extend their responsibility for them where voluntary organisations elect to become State-run bodies and to provide training in the education of handicapped children

- Teacher Development Program, providing

    1) funds to increase the opportunities for in-service education for teachers in all schools

    2) for the establishment and maintenance of a number of autonomous Education Centres governed by committees comprising a majority of teachers plus parent and community representation

- Special Projects Program, providing funds for the fostering of changes in schools through support for projects initiated by those working in schools or associated with them. This also supports innovative proposals at system and national levels (at the national level, through the National Innovations Committee; State committees have recently been formed).

1.3 The climate of opinion in which the programs were introduced.

The climate of educational opinion favoured change and development at the time the Commission was established. As has been indicated in Part 1, of this Report, in-service education during the late '60's and early '70's in Australia was already on the move. Traditionally, Australian education has been responsive to changes in English-speaking systems, especially those of Scotland, England and the USA. The growth of interest, in the UK and the USA, in new possibilities in teacher education during the '50's and '60's is reflected in changes in Australia. More recently, the growth of teachers centres under Schools Council sponsorship, and the long-term policy planning outlined in the James Report in the UK were immediately noted in Australia and have provided an important part of the context for change in which the Schools Commission Teacher Development Program has been launched. Provision of in-service opportunities, as explained in Part 1, was very uneven when the Schools Commission came into existence. Nevertheless, a very wide range of structures, organisations and programs existed so that the Schools Commission funding did not require the creation of a totally new policy or structure.

1.4 The Teacher Development Program.

As indicated in Part 1 of this Report, the Interim Committee's recommendations were founded on two important convictions, namely:

- pre-service education is not enough to sustain a teacher throughout his career. Young teachers require in-service education which will help them appreciate the relevance of educational theory to classroom practice; older teachers need to participate in regular in-service education if they are to avoid the narrowing of perspectives which can result from years of unreflecting practice

- there is demand for two complementary forms of in-service education - an enduring need for programs initiated by the employing authority which aim to induct teachers into new knowledge and methods, to effect administrative changes and to remedy common deficiencies among teachers, and a need for longer, more theoretical programs 'which move outwards from the teacher's own experience and are based on his developing conception of what it might mean to be a competent practitioner'.(1)

Special grants were recommended for these two forms of INSET (broadly defined as employer-initiated and teacher-initiated, although the latter term is inadequate for the range of sponsorships alternative to employer-initiative). Grants for employer-initiated INSET would cover the costs of running courses; another category of grants would permit replacement of teachers released for INSET purposes. States would be apportioned funds on the basis of total teacher population. Courses organised with these funds should be planned in each State by a committee comprising representatives of the State and Catholic schools systems and of non-systemic, non-State schools and be open to teachers in every type of school (Joint In-service Committees).

Grants for teacher-initiated INSET would be for the establishment and maintenance of Education Centres comparable to the Teachers Centres functioning in Scandinavia and the UK. The Centres could be expected to stimulate initiatives from the profession in Australian education and lead to improved quality of teaching. They could serve as venues for formal and informal in-service education activities; as repositories for audio-visual and printing equipment and library materials; as bases for the production of learning materials, and as social centres.

Education Centres would need to involve teachers in all types of schools and ideally be open to non-teacher locals interested in their programs and facilities. The initiative for establishing a centre should come from its potential clientele, the teachers themselves. Centres should be incorporated as non-profit bodies with legal responsibility for the use of funds. Management Committees would comprise a majority teacher representation with representation of parents, tertiary institutions and other appropriate groups.

Funds were recommended for the establishment and maintenance of a number of pilot Education Centres, to be allocated on the basis of four centres in New South Wales, three in Victoria, two each in Queensland, South Australia and Western Australia, one in Tasmania and possibly one in each of the two Territories. These Centres have been established and added to. There are now 32 functioning Education Centres in Australia - in addition to State-supported teachers centres and professional support centres of which there are in excess of two hundred. We shall return to the subject of Education Centres shortly in Section 1.7.

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(1) Interim Committee of the Australian Schools Commission, op. cit.

1.5 'Employer-initiated' INSET.

The first payment of funds to the States under the Schools Commission Teacher Development Program was for the biennium 1974-1975. Capacity to absorb funds provided for employer-initiated INSET varied from State to State and from period to period within the two-year span. In 1974, although three States exceeded the overall average expenditure, none managed to spend as much as half of the total amount available to it. Nevertheless, the States were able to report substantial, even dramatic, increases in in-service education activities.

During 1974 a total of 3,309 in-service courses was held, involving more than 138,000 teachers. When course attendance is compared with the number of full-time teachers in the States at that time it may be concluded that a significant proportion of teachers participated in more than one course, especially as one might reasonably suppose that many attended no courses at all.

Four States were quite active in regard to 'employer-initiated' INSET and able to report good attendance at courses. The remaining two fell somewhat behind as providers of INSET - and also in the attendance stakes - which alerted Schools Commission officers to the need to consider the States separately when trying to establish the degree of success of the Commission's initiatives.

At the end of 1975 the Schools Commission lacked adequate data to attempt a classification of employer-initiated in-service education programs according to expressed teacher recommendations for priority treatment, or according to their 'experience impact'. However miscellaneous information did indicate that programs were incorporating activities known to have fair to high teacher approval. Similarly, it was unequipped to classify courses according to objectives (i.e whether they aimed to improve knowledge or develop skills, or to effect behavioural or attitudinal changes, etc.).

At a 1974 National Conference of representatives of the State In-service Education Committees (the Leura Conference) staged by the Schools Commission, four States specified problems associated with the provision of INSET and two alluded to problems in their general reports. Problem areas identified by more than one State were: evaluation and accountability; quantity v. quality; co-ordination and communication among agencies responsible for INSET; relations with Education and Teachers Centres; State Treasury regulations and procedures. The Schools Commission's reaction was to propose further examination of the problem areas with a view to their possible solution. Success in this endeavour would very much depend on an improved working relationship with the States, which were in the best position to secure and pass on essential data. Although State-Commission relations have improved in the eighteen months since the Conference, Schools Commission officers still have difficulty obtaining data in certain key areas and some have expressed scepticism about the amount of action stimulated by the Conference.

At the 1974 Conference delegates reported changes which had occurred after the influx of Commonwealth funds for INSET activities. Changes experienced in a number of States included greater decentralisation of responsibility for INSET; healthy increases in both the range of in-service activities and the numbers of teachers participating; increased government/non-government school co-operation; developing dialogue on in-service education; greater use of residential centres for INSET. Among changes or developments reported by individual States were a rise in the cost of activities; a survey of teacher needs; growing teacher interest in establishing Teacher Education Centres; perceived need for an evaluation of the cost effectiveness of employer-initiated INSET; greater activity by teacher organisations; greater attendance at interstate conferences and seminars.

The Conference impressed upon Schools Commission officers the difficulty of deciding from the information provided by the various States 'who actually makes significant decisions, who translates general aims into specific practices, and whether regionalisation in fact facilitates action, meets local needs, and takes into account important matters of priorities?'

It highlighted the need for 'closer personal involvement on the part of Commission representatives with State and regional personnel ... in significant co-operative activities'.(1)

1.6 Proposals: Schools Commission Report for the Triennium 1976-78

Current uncertainties about the level and nature of Federal funding prevent us from making firm statements about likely future directions of the Schools Commission Teacher Development Program. The Commission's Report for the Triennium 1976-78 (triennial funding was temporarily dropped in 1975 and has yet to be restored) does, however, disclose the Commission's intentions, should resources be available. The Teacher Development Program is to be broadened to allow for participation and benefit by parents and citizens actively supporting primary and secondary schools. Joint in-service committees in the States will include representatives of systems authorities, non-systemic non-government schools, teachers and parents. Similar committees are intended to operate at regional levels. (See case study 3). All activities may be planned by and must be available to people in all kinds of schools.

A wide range of activities in addition to formal courses will be encouraged. However, the State Committees have reserved funds specifically for programs of 'intermediate length' (several weeks to several months) concentrating on Commission priority areas, such as remedial teaching, teaching of migrant and disadvantaged children, etc.

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(1) Trathen, D. Schools Commission Teacher Development Program. Employer-Initiated 1974/75. Mimeo. October 1975.

The Education Centre Program is continuing and support is being provided for the 32 Centres established in different parts of the country in 1974/75.

The School Travel and Exchange Scheme, which aims to promote the exchange of information and ideas between schools, systems and States to enable individual professional development of teachers, will continue. Greater opportunity is being provided for exchanges as distinct from visits.

Training opportunities for Aborigines to assume leadership roles in Aboriginal education are to be fostered.

In 1976, it was proposed to make grants as follows

GRANTS FOR DEVELOPMENTAL ACTIVITIES
AND ASSOCIATED REPLACEMENT OF TEACHERS, 1976

State	Training	Replacement	Total
	$ '000	$ '000	$ '000
New South Wales	2,120	680	2,800
Victoria	1,800	550	2,350
Queensland	862	281	1,143
South Australia	605	185	790
Western Australia	469	153	622
Tasmania	227	69	296
All States	6,083	1,918	8,001

1.7 The Education Centre Program.

Following decisions announced by the then Minister for Education, Mr Kim Beazley, in June 1974, the Schools Commission began work on establishing and supporting 30 (now 32) Education Centres. Groups of teachers and others were encouraged to apply for support in setting up centres. The Centres are governed by the following principles:

- autonomy within the public sector: each Centre is to be incorporated as a non-profit making body, with its own constitution and governed by its own management committee independently of the Commission or of any government department or other organisation

- representation and openness: the management committee must include
  (a) a majority of practising teachers and
  (b) some representation of parents and other members of the community involved in education

- a servicing role: the Centres are expected to serve the needs of all kinds of teachers and of the community; their availability in practice to meet needs is regarded as more important than a high measure of constitutional formality

- diversity of practice: the Centres are encouraged to adopt a variety of approach especially in their early, experimental stage, in pursuit of the major aims of stimulating educational initiatives from the teaching profession and raising the level of professional competence among teachers

- accountability to the Commission: while precise guidelines have not been specified, the Commission has stated that continuing support will be dependent on a centre avoiding factionalism and partisanship, and retaining the general support both of the teaching profession in its area and of those sections of the community interested in the improvement of education.

Since the Centres are such a recent introduction and are spread over Australia it is not possible either to give a summary overview of the way they are working or to comment on likely trends. Instead, we shall draw attention to some of the major features and give a more detailed account of one centre. Further information on the Centres is to be found in other parts of this report, especially in the Case Study of the Victorian In-service Committee (No. 3) where they are considered in relation to the functions and programs of the relevant State level Joint Committee.

1.8 Proposed mode of operation of the Centres.

The Centres are expected to be highly innovative and to reflect the particular character of their environments. They are not intended to be the sole preserve of teachers; in their management scope is being given to interested community members. With some exceptions, it is doubtful whether the more idealistic aspirations of the Commission are being realised in practice since there are many factors militating against widespread community involvement in what inevitably are seen as mainly professional and vocational activities for teachers.

The Commission's funding of the Centre is not intended to meet all costs. Centres are funded in a variety of ways according to level and nature of operation, usually sufficient to provide for a full-time staff or for part-time staff, only, in the smaller Centres.

It is expected that all Centres will seek ways of improving the professional skills of their members and to provide a sense of community which will support and encourage problem solving. Thus the Centres are conceived by the Commission primarily as broadly based community education centres with a focus on the professional in-service enterprise. Built into the Commission's analysis of the community dimension of the Centres is a dichotomy, however, which indicates perhaps less than full awareness of the socio-cultural roles available to educational institutions. The inner city area is presented as a challenge to teachers, working partly through a Centre 'to develop the personal, social and technical skills they need to work effectively and happily in a particular social environment'. By contrast, more affluent school situations are held to present opportunities for centres to develop 'an academic interest in educational philosophies' and the quest for 'satisfactory human relationships in the demanding environment of a well educated community'.(1) There is need for a more rigorous analysis of the modes of operation available to education Centres within the broadly interventionist strategies of the Commission and for more searching enquiries than have yet been undertaken into the cultural roles of Centres which are potentially agencies for transformation as much in the leafy suburbs as in the industrial terraces.

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(1) Schools Commission. Education Centres: Statement of Policy. Mimeo December 1974, p.2.

1.9 A Centre at work - the Sydney Inner City Education Centre.

This Centre was founded as a result of strong community interest expressed by a small number of teachers and other local residents in a socially disadvantaged city area. In addition to the more familiar courses and conferences about different aspects of curriculum and teaching, the Centre has sponsored or hosted numerous in-service activities, examples of which are:

- a weekend gathering of 50 parents and teachers to produce a booklet on school/community involvement in the inner city area. The booklet is intended as an information source and as a stimulus to others interested in possibilities for such interaction
- a series of in-service workshops on 'Positive Discrimination' led by visiting lecturer Charles Betty, an adviser to the Inner London Education Authority
- a series of ethnic afternoons designed to increase teachers' awareness of foreign cultures
- an in-service program on 'Equality in Education'
- Modern Languages Teacher Association sessions for teachers of Japanese.

Four full-time staff are funded by the Schools Commission (this Centre has the highest staff cost of any of the Commission-supported centres). In addition, the New South Wales Department of Education has approved funding for in-service courses at the Centre. It is anticipated that during 1976 the Centre will be used extensively by teachers requesting such courses.

Officers of the Centre have forged extensive contacts with community, professional and special-interest groups, leading to numerous projects. It issues a range of publications designed to attract the interest of community members. Projects include:

- an attempt in conjunction with the Glebe Co-op - to get an Inner City Coalition FM Access Radio established
- attempts to have overseas teacher qualifications recognised in Australia (an important point in a high migrant community)
- attempts to have languages of local ethnic groups (Greek, Italian, Spanish, Croatian, Maltese, etc.) taught in primary schools (in association with Community Relations Commission)
- establishment of a Reverse Garbage Truck (funded by the Australian Assistance Plan) - a scheme for collecting throw-outs and making them available, at a nominal charge, to subscribers

- free English classes for local migrant women with child-minding service provided for pre-schoolers. Evening classes cater to those unable to attend during the day.

The Centre is open from 8.30 a.m. - 10.30 p.m. daily to all members of the community. It is not uncommon for a group to arrive without warning requesting the use of a meeting room. The Centre is usually able to accommodate such groups in distress.

The Centre is only now beginning to establish a library and to purchase audio-visual materials. It was decided to consult closely with teachers and community over the sorts of materials most needed before purchasing. This resulted in a 12 month delay. Over that period, however, displays of loan materials from publishers have been mounted. It now emerges that teachers see a prior need for a series of bays and materials associated with the many migrant cultures represented in the inner city - Lebanese, Turkish, Italian, Greek, Spanish, Yugoslav, etc. The Centre advertises its activities in newsletters and in handbills printed in eight languages and circulated around pubs, shops, restaurants, migrant clubs, etc. Response from the community has been heartening; however, staff would like to see even greater migrant involvement (all its courses and activities for migrants are well attended).

Teacher support and involvement has also been high. Staff have access to most schools to address teachers on the activities of the Centre and to invite their participation. The principal of one local school, although declining to admit Centre staff for such purposes, has extended them full clerical assistance especially in the chaotic early days of operation.

The Centre's founding group were members of a politically and socially conscious group, the Inner City Education Alliance - about 40 teachers (and others) concerned to improve the lot of disadvantaged inner city children. The current staff play down the importance of formal qualifications in their work (the Co-ordinator, Ms Leonie McDonald, is herself highly qualified and experienced). They describe personal interaction as paramount in their dealings with fellow teachers and with the community. In their original submission to the Schools Commission the group guaranteed only to try to serve the community to which it works. Despite their support for the teacher as initiator and innovator, they believe that the 'traditional' teacher has a valuable role to play and endeavour to attract all teachers to Centre activities. Teachers College - initiated programs have not been well attended - especially compared with teacher-initiated programs. Staff believe that teachers relish the opportunity to work on tasks of their own making, free of direction or supervision by academics or departmental officers. This is not to imply poor relations with tertiary institutions since Centre staff, tertiary institution staff and students are working on joint programs.

Ms McDonald sees as one drawback of the Centre the fact that it can service only those children who live locally. A Centre on each corner would ensure that all inner city children had access to the sorts of resources and activities offered at the Centre. (Comment: alternative schools?) However, she concedes that smaller centres could not be so successful in answering the needs of teachers and the large numbers of interested adults.

The Sydney Inner City Education Centre is a practical example of the Schools Commission's support for community related projects, although it cannot be assumed that its ideology and style are representative of all the interests in the part of Sydney it serves. It is too soon to say whether the approach it has adopted will spread to other, similar areas. From the point of view of the Schools Commission it does not matter very much, since the emphasis on diversity and non-directive funding enables that body to support a very wide variety of institutions and programs within the general category of education centres:

> "The potential of the Education Centre Program is bound up in the widest possible definition of teacher development, the concept of Education Centre rather than Teachers Centre, autonomy, teacher-initiation, teacher-control, community involvement, concern for human relationships and response to environment." (1)

Given this breadth and openness of approach it is apparent that orthodox approaches to evaluation and customary definitions of accountability will be sufficient for the assessment which ultimately will be required of this and other Centres which have emerged over the past three years throughout the country.

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(1) Ibid, p.3

SE STUDY 2

Australian Science Teachers Education Project.

s project is an example of a tertiary curriculum development in-service cation project based on an overseas model.

1 Origins of ASTEP.(1)

Science Teacher Education Project (STEP), a major program designed to duce materials for use mainly in the pre-service education of science chers, was initiated in the United Kingdom in 1970. STEP had veral unique features which attracted the attention of teacher educators Australia who adopted, adapted and modified the methods of working and y of the ideas in a similar project, the Australian Science Teacher ject (ASTEP).

le both projects were developed primarily for pre-service teacher cation, it was soon realised that many of the units were also appropriate d valuable for in-service education. This may reflect the lack of terials for use in rapidly burgeoning in-service institutions and programs both the United Kingdom and Australia as much as it does the specific itability of STEP and ASTEP for in-service. Nevertheless, there is some terest now amongst the ASTEP team in producing units which have a ecifically in-service orientation. As noted in Part 1, there is now a neral but uneven movement in all states in Australia towards giving schools d individual teachers responsibility for their own curriculum. With this volution of responsibility and changes in teaching methods have come creased demands on practising teachers, many of whom lack the knowledge d skills required to rise to the challenge and devise new courses and w learning experiences to meet the needs of their particular students. ny skills now developed in pre-service education, e.g. through the use of

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) Three acronyms which are easily confused are used in this case study: STEP: the Science Teachers Education Project (U.K.) which provided the starting point for ASTEP (Australian Science Teachers Education Project). The third, ASEP (Australian Science Education Project), a school science curriculum project, is one of the factors of change to which science teachers in Australia are having to respond. It did not directly influence or give rise to ASTEP.

of micro-teaching techniques and group discussions, were not part of their education. The deficiency poses a challenge to in-service education. Experience with the Australian Science Education Project, the first national curriculum project which produced more than forty units in secondary science, has underlined the need to provide in-service education if science teachers are to change their traditional approach to the new methods required for successful introduction of the ASEP and other science materials. ASTEP, although not directly an outcome of ASEP, is one example of a project which could have considerable value for in-service programs where a large amount of new material is to be understood.

ASTEP goes beyond the range of its British antecedent, STEP, in that some units have been developed particularly for use in in-service training and in the evaluation stage up to one quarter of the trialling was carried out in in-service courses. In additon some of the original STEP materials have been used for in-service education in Australia.(1)

2.2 STEP - a U.K. project in teacher education.

1. This U.K. Project was funded by the Nuffield Foundation and co-ordinated by C.R. Sutton, University of Leicester and J.T. Haysom, University of Reading.

2. Selecting topics: Science education tutors in universities and colleges were asked to contribute ideas for student activities.(2) The ideas received were grouped into twelve topics

    1 Aims and Objectives

    2 Conceptual Thinking in Science

    3 Methods and Techniques

    4 Resources

    5 Laboratory Design and Management

    6 Safety

    7 Age and Ability

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(1) Gunstone, R. "Science Teacher Education Project." Lab Talk. August 1975,pp.17-24.

(2) Sutton C.R. and Haysom J.T. "Innovation and Research: The Science Teacher Education Project." Research Forum on Teacher Education. pp.65-71.

8 Teacher/Pupil Interaction

9 Understanding and Communication

10 Assessment and Feedback

11 Curriculum Design

12 The Social Context of Science Teaching

For each topic, a small team of tutors was established to write curriculum units, using the best of the ideas submitted, in an approximately standard format.

3. The objectives model plus tutor management of learning. Two important features of all the units were, firstly, a statement of the objectives, given as desirable outcomes in terms of student attitudes and behaviour, and secondly, the student activities with notes for the tutor outlining how the material could be used and his role in the exercise. Thus the units constituted learning resources rather than a traditional course. Particular attention was paid to aspects of student motivation such as:

> "the need for social interaction, the need for esteem and the respect of others, the need for activity and opportunity for self expression"

> and the desire for :

> "feelings of accomplishment, recognition, responsibility and personal growth." (1)

4. Trialling. Trial materials were made available to anyone who wished to use them. The user selected the units, not less than four per topic, and returned a report and evaluation sheets from himself and his students. From this evaluation, evidence was collected on the response of student teachers to the activities, the effectiveness of the units in promoting student learning and suggestions for improving the units.

5. Theme: Learning science. The materials produced relate to skills, attitudes and understandings required to teach science; not directly to the content of science. They consist of suggestions for student activities, resource materials around which the materials may be built and background reading.

2.3 ASTEP - an Australian adaptation

1. The Australian adaptation of STEP was funded by the Myer Foundation

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(1) STEP. Innovation in Teacher Education. London, McGraw-Hill, 1974 Chapter 5.

and the Australian Advisory Committee for Research and Development in Education (now Education Research and Development Committee). Many science educators throughout the country were involved. It was co-ordinated, conducted and evaluated by P.S. Fensham, J.R. Northfield, J. Stock and L. Mackay, Faculty of Education, Monash University and D.K. Driscoll, School of Teacher Education, Canberra College of Advanced Education.

2. The process of curriculum development followed closely the STEP model, particularly in the initial stages where science educators were canvassed for suggestions about topics and student activities. (1)

3. Trialling. Most of the 180 units produced by STEP were tried in 35 Australian teacher education institutions in 1972. Comment on possible and desirable modifications to the STEP materials and suggestions as to areas where new units could be usefully developed were collected. The commonest comments (2) on possible modifications made by those who tried out units in 1972 were along the following lines

   a. a number of units need translating into the local idiom with regard to curriculum examples, local references, terminology, and Strine (Australian English!) rather than Standard English. This would apply particularly perhaps to the audio and videotape material;

   b. in some areas there is too much material, and a number of units could be distilled to yield a more useful product;

   c. units should be slanted more to preparing the intending science teacher for a less structured classroom situation (e.g. ASEP) in which a rather different set of skills (social, managerial, organisational) is required of the teacher;

   d. existing units are deficient in geology and astronomy examples and illustrations.

4. Fourteen writing teams were established in five States and 33 units had been produced by early 1974. Each unit was designed to provide a few hours of student work. A workshop approach was adopted in which students would participate in groups of varying size in a variety of tasks - using role-playing techniques, analysing classroom situations, organising concepts into a teaching sequence, examining curriculum projects, discussing the role of parents in education, etc.

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(1) Fensham, P.J., Northfield, J.R. and Driscoll, D.R. "ASTEP - A Model for Developing Curriculum Materials in Teacher Education", South Pacific Journal of Teacher Education. 2, 3, 1974. pp.5-11.

(2) ASTEP Newsletter 1. March 1973.

5. Evaluation. The 33 'Wave 1' units were evaluated using the 'open trial' method of STEP. ASTEP was particularly effective in meeting its aim to establish a communication network amongst science teacher educators and involve a high proportion of them in the project. 75% of the science education institutions and about 50% of science educators were actively involved in one or other of its developmental phases (1) - in this respect it was remarkably successful as a grass roots model of curriculum development, although the model of design, it should be noted, gave greater prominence to the views of course tutors, than to those of students taking courses.

No attempt was made to produce the units according to the STEP topics, but, after evaluation, the 'Wave 1' ASTEP materials were analysed in terms of their coverage of the STEP areas, the general category of their stated objectives, and the student needs that their developers perceived them to meet.

Group discussion was the dominant method of presentation. It was realised that materials using a greater variety of methods were required to give student teachers direct experience of the wide range of teaching techniques in use in primary and secondary schools.

6. It was at this stage that the importance of in-service education was given prominence.

New units were developed in an attempt to make good the deficiencies and these 'Wave 2' units evaluated.

The resulting units, for final publication in 1976, have been grouped under the headings:

Understanding Science

Understanding Pupils

Models of Teaching

Considering the Curriculum

The Laboratory as a Teaching Resource

The Australian Context.

The units written with particular in-service emphasis are mainly in the areas of Understanding Pupils, Considering the Curriculum and The Australian Context.

7. Curriculum development as a focus for INSET: some implications of ASTEP: It has been claimed that teachers need to acquire and exercise the professional skills required for (a) developing plans and materials

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(1) Fensham, P.J. Northfield, J.R. and Driscoll, D.R. art. cit.

curriculum, (b) evaluating their own teaching, (c) adapting existing materials, (d) devising effective teaching schemes and (e) planning appropriate student learning activities:

- skill in systematically planning, trying out, evaluating and improving new study sequences
- an extended repertoire of specific teaching techniques called for by the new materials, new goals and new organisations within school
- group functioning skill, needed wherever teachers are able to co-operate in evaluating newly available materials, in planning or in teaching new courses
- a substantial measure of understanding of the educational (cognitive, effective and skill) content embodied in each of the several kits competing for adoption. (1)

It could fairly be said that all the ASTEP units would contribute in varying degrees to the acquisition of these broad professional skills. For example, 'Understanding the Stages of Cognitive Growth', 'Analysing Pupils', 'Concepts', 'Explaining the Teaching Potential of a Laboratory Exercise', 'Making Provision for Intellectual Differences', and 'Specifying Explicit Lesson Objectives' are all activities which would assist teachers to understand the processes underlying curriculum development. More specifically there are two units 'Getting to Know a Curriculum Project' and 'Choosing Curriculum Materials' which would be of considerable value in aiding teachers in the selection of materials for new courses or new approaches to an existing course.

2.4 Conclusions: Transfer and the role of tertiary institutions in curriculum-based INSET.

1. The real strength of the ASTEP materials is that they give teachers or student teachers direct experience, by participation, in a variety of learning situations which are appropriate to schools. This experience would enable them to gain confidence in their own ability to apply these methods in their own classroom. One major objective of ASTEP is to make them feel that they will in fact be able to cope in the classroom. Similarly the actual experience of working in groups should both enable them to conduct group work and to work with other teachers in planning or in teaching new courses.

2. ASTEP exemplifies economies and efficiencies of transfer - and few of its major problems. From this point of view it might be considered further in the context of OECD/CERI's Transfer of Learning

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(1) Rudd, W.G.A. "Teachers as Curriculum Developers - A Second Generation Viewpoint in the Curriculum", in Taylor, P.H. and Walton, J. (eds) Research Innovation and Change. London, Ward Lock Educational, 1973, p.60.

Program. ASTEP was organised-without great difficulty-by science educators who are part of an international community based mainly in university faculties, schools and departments of education and college of education departments of science education. Personal contact, the free exchange of ideas and information through journals, correspondence and conferences, and collaborateive effort characterise this transfer process. Both the cross-cultural impact of science curriculum projects (e.g. those supported by Nuffield Foundation and Schools Council in the U.K.) and the interchangeability of science concepts, methodologies and materials serve to facilitate transfer. As a next step, it would be reasonable for U.K. and Australian science educators to collaborate on a learning exchange strategy, but this poses more difficulties than one-way transfer.

3. Two areas not covered by the materials are (a) planning a whole course - taking an overview of a whole curriculum as opposed to assessing and evaluating curriculum materials or writing objectives for a single lesson, and (b) curriculum evaluation.

   Traditional methods using extensive testing of student achievement and attitude are not necessarily the most appropriate techniques for evaluating a whole course and teachers need in-service education to give them the skills required to monitor their programs using both non-test data and objective measurement. It is of interest in assessing ASTEP that the team made a preliminary attempt to construct a unit on curriculum evaluation but has yet to finish its work in this area.

4. ASTEP is a training program combining curriculum development and in-service education within the framework of tertiary institutions.

5. ASTEP is now being described as 'A Project in Teacher Education' because the final publication is seen as having value beyond science teacher education. Certainly the four units which deal with 'Controversial Issues in the Classroom' could be used for in-service or pre-service education of all teachers. These four units have created perhaps the most interest in the project and taken together provide a model which may be used in connection with any controversial issue. The particular area of controversy selected was sex relationships which has a broad relevance across the curriculum. The examination of their own values and attitudes leading to self-awareness, ability to listen and be accepting of other people and the opportunity to practise helpful styles of responding to people with different points of view would be of great benefit to all teachers.

6. The ASTEP project itself provides a record of a successful Australian experience with a model of curriculum development which could be used in the production of materials for a wide range of in-service education activities.

7. Although there is some evidence that science teachers look in the first instance to their professional associations rather than to

tertiary institutions or State Departments for assistance in matters of the kind dealt with in ASTEP, the project has demonstrated the valuable contribution the tertiary sector is able to make in solving problems of direct practical importance. Most, if not all, of those involved were members of the professional association although operating from the institutionally separate bases of universities and colleges.

8. It may be regarded as a weakness of ASTEP that there is no strategy for dissemination and utilisation through the wider INSET network (State Joint Committeees, teacher-education institutions, professional centres, etc.). The distribution scheme - free to all participants, to those who have expressed interest and to many overseas institutions, may be compared for intensity and impact with the very successful engagement of more than half of Australia's science teacher educators in the design and production phases.

CASE STUDY 3. VICTORIAN INSERVICE EDUCATION COMMITTEE (1)

3.1 Introduction : INSET in the State of Victoria

Before 1972 INSET in Victoria was of three main kinds: preparing for Education Department examination as a means of gaining promotion, attending a tertiary institution for a higher degree, and taking part in conferences and meetings etc., organised most often by subject associations in the case of secondary teachers and by local district or regional groups of teachers in the case of primary and technical teachers. The courses leading to examinations for promotion were largely under the direction of district inspectors of the State Department. Since inspectors played a key part in promotional assessment, many teachers resisted attempts to involve them in any but compulsory INSET programs.

The universities and, increasingly, the State colleges (formerly teachers colleges) continue to provide higher degree and other programs of an advanced and specialised nature. Some of these courses and programs are geared specifically to the needs of particular groups. The Office of Continuing Education in the University of Melbourne for example conducted two conferences in 1975 for organisers of education centres and teachers centres; Monash University includes within its higher degree program (full time and part-time) an area designated "educational practice" which covers curriculum studies in science and mathematics, social sciences, history and geography, and English languages, and other areas directly related to school practices, e.g. administration, special education etc. Other Victorian universities and colleges similarly make provision, through full-time and part-time advanced courses, for longer term INSET programs.

The subject associations also continue to be amongst the most significant providers of opportunities for in-service for teachers through workshops, brochures, bulletins and newsletters, conferences, etc., although with the heavy cuts in funds for INSET this financial year, many of the conferences and courses which had been planned have had to be curtailed.

As mentioned above, one of the principal motivations for in-service in Victoria has been improvement of qualifications for promotion purposes. In this, the inspectorate traditionally has played a key but, inevitably, an ambiguous role.

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(1) We are grateful for detailed comments in an earlier draft by the Chairman and Executive Officer of VISEC

Changes in the Victorian as in other Australian State school systems have curtailed the inspector's role in the promotion process. This has roughly coincided with the period in which the Australian Schools Commission has emerged as a major funding agency, although the changes were certainly under way before then. (1). The Schools Commission, as we have seen, insisted on strong teacher involvement in the initiation and organisation of INSET. In the face of teachers' determination to seize the opportunity provided by the Schools Commission funding and policy to take responsibility for their own professional development, early moves to organise INSET through the State College of Victoria (the corporate body of former teachers colleges) were abandoned. Instead, a consultancy relationship between the colleges and the schools is emerging. Tertiary staff are most frequently involved on invitation from the Panel of the Secondary Division.

This is the situation in secondary and (secondary) technical schools where the potential of Schools Commission support has been readily grasped by teachers who already have acceptable basic qualifications. By contrast, in the primary sector, it appears that the major felt need of teachers remains the upgrading of their professional qualifications. There are still many primary teachers who lack basic qualifications and who are completing Departmental Certificates in their own time. The qualifications thus acquired are not recognised by tertiary institutions and are not adequate for employment in teaching services outside Victoria. However, primary teachers perceive the necessity for acquiring these qualifications and are unlikely to take a close interest in broader and more varied kinds of INSET as long as the problems of under-qualification persist.

The work of the Victorian Joint In-service Education Committee, which is the theme of this case study, needs to be understood against this background. The recency of its establishment and the financial uncertainties surrounding its present and proposed operations make it difficult, given this background, to make confident predictions about where many of the most interesting and creative innovations will lead to in the overall configuration of State and regional level in-service education.

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(1) Change in the Inspector's role was closely related to the autonomy granted to secondary schools by the Director of Secondary Education (Mr R.A. Reed) in 1968 to determine their own curricula. This was followed in a general way in primary education administration.

3.2 Teachers Centres and Education Centres in Victoria

Throughout the State there are thirty-one teachers centres providing INSET opportunities for primary, secondary and technical during and outside normal school hours. Originally set up by the district inspectors in schools where classrooms were available, they have now grown in size; many have acquired larger premises, and come within the ambit of District Education Committees. These Committees include community and parent representatives but the inspectorate still has a large say in the policies and programs of the centres. This is a national consequence of their professional role and the opportunities they have for becoming directly involved in the displays, conferences, meetings, workshops and lectures which constitute the principal activities of the centres.

The Department provides most centres with the administrative services of a part-time teacher. Curriculum and Research Branch consultants, Regional Office consultants and local district consultants (often school-based) are encouraged to make use of the centres and to arrange lectures, seminars, workshops, etc. State subject associations often arrange similar activities in addition to or in association with those offered by the different consultancy and other groups. Through the Victorian In-service Committee, Schools Commission funds are channelled into the centres. The State Department also plays a major role, administering and staffing the centres, which are an integral part of the regional administrative structure which Victoria, like some other Australian States is now developing. It is interesting to note that the Regional Offices are required to:

- disseminate, interpret and advise
- share resources and information
- stimulate the development and expression of educational opinion for the purpose of arriving at a regional policy
- deal with problems experienced by departmental personnel. students, parents and the community
- provide regional management services.

The regional education centres are instrumental in achieving several of their ends. Consultants working through the centres:

- visit schools
- consult with teachers
- submit proposals for INSET
- liaise with regional education officers, State Curriculum and Research Branch officers, subject and other professional associations.

Each State, in its own way, is working out joint procedures with the Commonwealth. The Schools Commission Education Centre program, discussed in case study 1, fits into the State regional structure as one component of a national level strategy of support. However, it will be apparent that there are complex arrangements for chanelling Commonwealth funds through the non-Schools Commission Centres. We have chosen to examine VISEC as an illustration of how Commonwealth and State funds and resources may be used jointly in a State wide program.

3.3 What is VISEC?

The State of Victoria, from relatively modest beginnings, has established during the past three years a structure for managing and directing INSET activities which is characterised by regionalisation, strong efforts to co-ordinate and a serious interest in evluation. In this part of the Report we shall pay particular attention to the work of the Victorian In-service Education Committee (VISEC), which in less than three years (established May-December 1973) has become the key central organisation determining policy, administering grants and playing an overall co-ordinating role in relation to regional in-service agencies. (1) Other State In-service Committees might equally well have been selected for review in this part of our Report. The choice of Victoria was dictated largely by the availability, through the VISEC Evaluation Study and from other sources, of a considerable amount of data on the activities of the Committee.

VISEC is an outcome of the Karmel Report and is constituted under provisions of paragraph 11.13 of the Report of the Interim Committee of the Schools Commission (May 1973). It was established jointly by the State Director-General of Education, the Chairman of the Association of Independent Schools of Victoria and the Director of Catholic Education. VISEC was established by taking the model of the (State) Standing Committee on In-service Education and enlarging it. That Standing Committee has continued in existence as a separate body. The membership of VISEC consists of 20 members of the State Education Department's Standing Committee on In-service Education, 4 from non-systemic non-Government schools and 5 from the Catholic sector. It held its inaugural meeting on 20 September, 1973, and ordinarily has met monthly since. The Committee has an executive comprising one person from Independent Schools, one from Catholic education, one State Assistant Director of Teacher Education (In-service), one classroom teacher, and one executive officer. The executive usually meets weekly. The VISEC in-service program is administered by the Teacher Education Division of the State Department of Education and overall responsibility rests with the Director of Teacher Education, who is also the chairman of VISEC and of the Department of Education's own Standing Committee on In-service Education. This makes him an extremely powerful figure in the total in-service activity in the State of Victoria.

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(1) It needs to be stated that this Report refers to a portion only of the INSET program in Victoria, namely, the short, enrichment-style activities.

The VISEC office has a full-time staff of seven including seconded teachers. In addition, the major divisions of the Department of Education (secondary, primary, etc.) have seconded teachers or retired personnel to assist in the dissemination of information relative to INSET. The Glenbervie Teachers Centre, which is the administrative headquarters for VISEC, has a complement of 9 full-time staff, some of whose time is given to VISEC administration. Each of the State's eleven Regional Offices has a teacher education officer responsible for INSET, who maintains some kind of liaison with VISEC and with the respective regional in-service committee (RISEC). VISEC is responsible to the State Minister for Education, although as noted above, it is a representative and not a departmental body and its funds are mainly Commonwealth, not State.

As a consequence of this close tie with the State, VISEC is subject to a variety of controls and constraints which have been criticised by some teachers, administrators, and others. One well known principal, for example, remarked recently that when the cost for a particular school-initiated in-service activity was small he preferred to finance it out of his school's running costs to filling in the forms and meeting other requirements for VISEC funding. That the Schools Commission is aware of such problems was made apparent in its Report for the Triennium 1976/78. However, it is powerless to solve the administrative problems associated with VISEC funding. The problems are created by the State Audit Act (1958) and the accompanying Public Accounts and Stores regulations which specify the exact procedures, the location of authority and the limits of this authority. State legislation is required to change the situation. It has been argued by some educators in the State that VISEC should be established as an independent statutory authority with its own arrangements for funding and much closer ties with regional centres. The attractions of such a proposal are somewhat mitigated by the fact that under the present arrangement the Department of Education plays a major role in providing services and support which could not be easily allocated to a completely independent body.

3.4 VISEC and RISEC

In addition to VISEC there are in Victoria 11 regional in-service education committees, (RISEC's) providing a State-wide cover. Each of the RISEC's includes representatives of the State administration and of the teachers in State, Catholic and Independent schools. The distinction between VISEC and the RISEC's is broadly that the former caters for State-wide needs, receiving applications with a State-wide reference whereas the latter are concerned with local and regional needs. Moreover, VISEC has an overall policy-making and co-ordinating role.

The number of RISEC activities in the first half of 1975 was approximately 5 times that of VISEC activities. The situation, however, is a fluid one, with a marked tendency towards decentralisation. Delegation has been rapid and is dependent primarily upon the development of appropriate professional and administrative expertise in regional offices. It is not envisaged that the State-wide role of VISEC will disappear although there is at present considerable activity in the regions as their structures of support, control, and management are built up. VISEC itself has played an important part in supporting regional and local structures; for example, Schools Commission funds have been insufficient for the number of teachers centres required and VISEC has subsidised teachers centres which are open to teachers from all types of school, and it has supported approved activities in Commission funded Education Centres.

3.5 VISEC policy

The role of VISEC is defined as advising the State Minister for Education on the planning of in-service activities in general and in particular advising on:

- the needs for in-service education
- the type of activities to be funded
- the agencies to be recognised to plan and conduct in-service activities
- the approval of specific applications to organise in-service activities
- the nature of expenses to be met
- the method of disbursement of funds
- the organisational structures required to plan, arrange and conduct in-service activities.

The committee meets regularly, and its mode of operation is clearly defined. Any interested person or organisation may submit items for inclusion on its agenda. The committee has adopted priorities which will become increasingly important in the future as available funds fail to match demand. These priorities, as interpreted by the committee, have given rise to some criticism on the grounds that they do not specify with sufficient precision the criteria which govern support of proposals. The priorities are published (notwithstanding the view expressed by some teachers that they are not) as a list of "factors which will be considered".

- "The needs for in-service education as perceived at the time by the employing authorities represented on the committee
- the degree to which the proposed activities reflect the expressed needs as perceived by teachers
- the degree to which the competence of the teacher is affected by the proposed in-service activity
- the number of teachers whose competence will be improved by participation in the in-service activity, either directly or indirectly
- the manner in which it is proposed to encourage teachers to translate knowledge and skills gained into more effective student learning
- the degree to which teachers are exposed to ideas in preference to direction in the use of knowledge and skills
- whether it is proposed to evaluate the success or otherwise of the in-service activity." (1)

Such guidelines have an obvious procedural emphasis. VISEC has recognised the need to establish better criteria for apportioning scarce resources and is currently undergoing an "exhaustive review of its priorities". Similar reviews are being undertaken by the various RISEC's. In the words of the Chairman of VISEC the question of priorities "is currently a source of much pain and potential conflict between the central body and regions and also between the central body and professional associations."

VISEC has interpreted the Schools Commission requirement that courses should be open to teachers in all types of schools in a realistic manner that has permitted funds to go to the staff of a particular school or even to a whole school system, if the inter-systemic principle is deemed "inappropriate" by the executive either of VISEC or of a RISEC. Such breadth of interpretation calls into doubt the practical wisdom of the Schools Commission requirement, a point which has not been lost on the Commission although no change has yet been made.

Those aspects of policy which relate to State regulations on travel and accommodation, balancing various viewpoints, leave, publications, etc. important as they are, and troublesome as they often prove in practice, are too numerous and detailed to be discussed here. Suffice to say that VISEC has endeavoured to cover a very wide range of contingencies which long experience of in-service education has shown cannot be handled to everyone's satisfaction. Generally, VISEC's policy has meant a broadening of the range of interest, institutions and needs catered for, and financial support of a whole range of costs never adequately met in the past. These include the costs of bringing consultants from interstate and overseas, meeting weekend residential course costs (on what has been criticised as a "too lavish" scale), and so on. Under the circumstances, a measure of "bureaucratic control" in the governance of expenses may be no bad thing, despite the form filling.

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(1) Victorian In-service Education Committee, General Statements on Policy and Procedure, Mimeo, September 1975.

3.6 VISEC support for Education Centres and Teachers Centres.

The guidelines VISEC follows in supporting Education Centres (which are directly funded by the Australian Schools Commission) and Teachers Centres (which are directly funded by the State) are as follows:

A. Centres funded direct by the Australian Schools Commission.

1. Support for specific in-service education activities conducted by the centre for teachers, in the same manner as for institutions.

2. No support for organisational expenses or salaries.

B. Centres not funded direct by Australian Schools Commission.

1. Assistance only to centres which are established and operating.

2. Centres to be open to all teachers, with restriction on a geographical basis only.

3. No payment for professional staff salaries.

4. Provision of limited clerical assistance on a temporary basis.

5. Costs of organisational expenses, including heat, light, power, cleaning, telephone.

6. No payment for rental of premises.

7. Provision of reference books and library equipment but not librarian's salaries.

8. Provision of office and reprographic equipment.

9. Provision of audio-visual equipment for in-service uses.

10. All assitance to be channelled through employer-controlled establishements.

These guidelines have yet to be fully followed and so far only those parts referring to the provision of office reprographic and audio-visual equipment have been implemented.

Although the Education Centres, which are funded by the Schools Commission, are not directly part of or even a responsibility of VISEC, it is of interest to note the manner in which VISEC has developed a supporting role for them. The Centres themselves, of course, are very recent and each would constitute a worthwhile study in itself. There are seven Educational Centres in all in Victoria. Space does not permit a comprehensive survey but some features of one Centre, the Western Region Education Centre, will help to illustrate several of the themes that have emerged in INSET in Australian during the 'seventies.

3.7 The Western Region Education Centre.

Located at 34-38 Kingsville Street, West Footscray, an industrial suburb in west Melbourne, this centre has been in existence for a little over a year and has approximately 200 members.

3.7.1 Origins and general character of the Centre.

Ordinary Members are subscribers to the Memorandum of Association. Nominee Members are approved by the Management Committee and represent (one per body) the Commonwealth Minister for Education; the State Minister of Education; the Victorian Catholic Education Office; the Victorian Teachers Union; the Victorian Secondary Teachers Association; the Victorian Trades Hall Council; the Western Region Commission; the Western Industries Association; each Subject Association; cities within the region; shires within the region; independent schools; and the Pre-school Teachers Union.

Representative members are practising teachers, each regional school being entitled to one representative.

Honorary members are appointed at the invitation of the management committee in recognition of outstanding services to the Centre or to education generally.

The Management Committee comprises seven community members, eight practising teachers representing all systems and all levels of schooling. The director sits with the committee in an advisory non-voting capacity. Additional staff comprise a secretary, a courier, and an audio-visual technician - all full time.

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(1) See also case study 1: The Sydney Inner City Education Centre.

The Centre is based in an older-style home purchased (with Schools Commission funds) early in 1975. The first six months were spent on renovations and outfitting and only in the past six months have in-service and other programs taken place.

The director, a primary school teacher, was initially released by the Victorian Department of Education for one year, to 1 February 1976, to enable full-time involvement in the Centre. Currently he is attempting to have reversed a departmental decision not to grant further release. He is presently having to teach full-time and devote his spare time to directing the Centre. This difficulty is a consequence of the Schools Commission having set up an institution outside the jurisdiction of the State Education Department which is the employing authority for the director of the Centre.

The founding members were interested in establishing a teacher/community centre. Their ideas pre-date the availability of Schools Commission funds. In 1972 the Lions Club sponsored a conference on the 'disadvantaged West' with the aim of exposing and improving the poor lot of residents of Melbourne's industrial western suburbs. Footscray and surrounding suburbs are a depressed area of low-quality housing, factories and flat and fairly barren terrain. It has been described as a place people speed through on their way to the prosperous country town of Geelong and the surf. (But since they also speed through Geelong to the surf this may not tell us very much!)

Traditionally schools in the area have been regarded as ideal for quick promotion, teachers staying only as long as necessary before returning to more prosperous areas. Before the disadvantaged schools were singled out for aid from one of the Schools Commission's special programs, all schools seeking improvements grants from the Government were first required to raise certain capital through their own efforts. Such a system obviously penalised schools in this region where many of the community are migrants and/or unskilled workers, hence unable to assist much in funding drives.

The founders of the Western Region Education Centre aimed to improve the lot of teachers and schools in the region : the Schools Commission Education Centre funds greatly facilitated a goal they had already set themselves. Karmel funds provided for the purchase of premises and equipment and the engagement of some staff. The Centre was set up to provide both a focus and a voice for teachers and citizens.

The Centre currently opens 9 a.m. - 5.30 p.m., 5 days a week. When in-service programs are in progress it stays open until 9 p.m. on four evenings. The staff are hoping to implement a roster system which will permit extended hours of operation : at the moment a caretaker living next door is on hand to admit approved weekend visitors.

The community has full access to the Centre's expensive resources and facilities which include meeting space for groups of up to forty; duplicating facilities; a large well-equipped darkroom suitable for teaching purposes; audio-visual hardware and software; a record-to-tape and tape-to-tape copying service; 16mm projection, etc. The Centre houses the best collection of resources on the western side of the city and is well patronised.

Publicity is via newsletters, word-of-mouth and liaison officers in the schools (teachers who have agreed to spread the word). There is the usual problem of ensuring that newsletters to teachers clear the principal's office and Centre staff are currently trying to perfect their strategies for publicising activities. They have hit upon one novel way of enlisting principals' support: the Centre purchases bulk copying paper which it sells cheaply to schools. Many schools have taken advantage (is it possible that principals are more susceptible to advertising which promises them a yield?), and in so doing have become aware of the Centre's broader purpose.

3.7.2 Programs and activities.

In 1975 the Centre's programs included:

(1) A series of evening courses in audio-visual techniques (photography, cine, overhead projector, etc.). Teachers from some 65 regional primary, secondary, and technical government and non-government schools participated. Courses were free with all equipment provided and preference was given to teachers with access to audio-visual facilities in their schools.

(2) Two 'resource nights'

- an attempt to interest teachers and parents in Man: a Course of Study, which failed. (1)
- a seminar on community co-operation (in purchasing learning, etc.) which was quite successful.

The staff believes the centre needs to 'inform' the community of what its needs are - to articulate what it perhaps senses but can't express. Only by such trial and error measures (which allow insight into community reactions) can the Centre come to appreciate ways in which it might best service the community. (Possibly the same point could be made about teacher needs, given the evidence of teacher reluctance to seize opportunities for defining, and organising their own INSET programs).

(3) Community Days - setting up information booths in Footscray shopping mall.

During 1976 program plans include :

- Photography and adult recreation classes to be conducted by the National Fitness Council
- Seminars on teenage obesity and resultant behavioural problems - by the Footscray Technical School

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(1) This has not been the general experience of MACOS in Australia

- talks on child psychology for parents by Mercy Teachers College

- counselling for parents of children with learning difficulties, by officers of the Education Department's Psychology and Guidance Branch

- establishment of a centre-based Science Equipment Bank. (Teachers are currently meeting to decide on the sorts of equipment most in demand by schools). For a moderate annual subscription all schools will be entitled to borrow sophisticated apparatus usually beyond their individual means.

- daytime classes in various areas with child-minding facilities available to mothers.

3.7.3 Noteworthy Innovations at Footscray.

WESTCOP (Western Regional Schools Co-operative Buying Group) : This consists of voluntary grouping of schools co-operatively buying audio-visual software. Membership is open to every school in the region. For a contribution of $50-$150, depending on pupil enrolments, each school has access to $3,500 worth of audio-visual software. WESTCOP is sponsored by the Education Centre and administered by a representative committee elected from and by member schools. Member schools are visited weekly for deliveries and pickups. The Centre employs a full-time courier for this purpose in the belief that teachers are more inclined to avail themselves of a service which does not involve personal travel or extensive paperwork. The WESTCOP Committee decides on purchases after close consultation with client teachers.

Science Equipment Bank (see above)

3.7.4 Aims and hopes for the future.

Members of the Committee of Management are now in the process to reappraising the direction in which the Centre should be heading. This is a timely exercise as the Centre, although in existence for a year already, is only now beginning to offer a wide bill of programs.

One of the Centre's expressed aims is to foster the development and production of curriculum materials.

Also it hopes to establish an Information/Referral Centre - to put people in contact with individuals and agencies best qualified to meet their particular educational needs.

An induction course for first-year-out teachers is under consideration, as also is a scheme to run 'American Nights' - for the many American teachers in the region's schools who need help in settling into a new and demanding environment. American teachers who have been in the region for several years would be asked to assist in this orientation program.

The director of the Footscray Centre is critical of VISEC which he claims uses Schools Commission funds without sufficient reference to the needs of deprived areas. The Centre, struggling to establish itself in adverse economic circumstances, is unlikely to be impressed by the State-wide claims made upon VISEC and by the argument that discriminatory funding requires careful analysis of likely consequences and hidden effects and thus cannot be introduced hastily. However, the Chairman of VISEC argues reasonably that the Schools Commission makes very considerable amounts of money available to schools in the Footscray area under its Disadvantaged Schools Program. To quote his words:

> "A weighting for disadvantage on the use of teacher development funds would in fact provide for a double serve of funds to the Region in which this centre is located. This was the reason for no discriminatory funding on the basis of (this) type of disadvantage."

3.8 VISEC program of activities.

A wide variety of mainly teacher groups and, to a lesser extent, other organisations has applied for VISEC funds for in-service activities. Neither VISEC nor the Regional Committees have themselves initiated in-service activities, in the belief that were they to do so grass roots initiatives might not occur. However, in 1975 only about 1/3 of INSET activities supported through VISEC were teacher-initiated. The Department of Education, in all of its ramifications, was the major initiator. Furthermore, 'teacher initiative' includes regional consultants, subject associations, professional associations and teachers and education centres. Only a small fraction of all INSET activities are in fact initiated by individual teachers and schools.

Activities within the VISEC program are generally open to all teachers. Teachers from non-Government schools are involved in the planning and conduct of INSET and are supported financially to attend. Leave to participate in INSET during school time is subject to the provisions of the employing authorities and to the approval of the school principal.

It would not be possible to list the full range of course offerings, which occupied many pages of the Department's Education Gazette and Teachers' Aid (12 February 1975), mainly in separate subject areas. We will draw attention only to a few approved activities which might be of wider interest:

Teacher advisers. Support has been given to a proposal, initiated within the Primary Division of the State Department of Education, to provide school-based consultants in particular curriculum areas. Funds are supplementary to basic salary and support travelling, accommodation and organisation expenses of the teacher advisers, subject to certain conditions being met. One of these conditions is that the advisers are members of the teaching staff of schools.

The Maths Project Team. The broadness of the definition of 'in-service' used by VISEC is indicated by its support of in-school staff development in the area of mathematics. The Standing Committee on Mathematics for Technical Schools has initiated an activity involving selected innovative mathematics teachers from four schools forming a team to visit other schools and work in them alongside other mathematics teachers for two to three weeks initially. The team responds to invitations to assist schools to establish mathematics programs in keeping with the needs of pupils and staff. VISEC meets the team's travel and accommodation expenses and provides necessary materials. As in other schemes where full-time teaching staff are temporarily seconded to INSET activities, salaries, which are the major cost component, are met by the employing authority.

Particular school activities: Creative Education at Eltham College. VISEC in 1975 began to take a very strong interest in school-based INSET. It has encouraged schools to apply to Regional Committees (RISEC's) for support for curriculum development and consequent teacher development activities for the staff of a particular school or the faculty of a larger school. These activities sometimes take the form of the staff conference often in an environment separate from the school. Since this can be a rather costly exercise, if residential, and provoke the criticism that teachers are enjoying "subsidised holidays" it may prove difficult to continue it on any scale. One example of a (non-residential) school based activity funded by VISEC took place in 1975 in Eltham College, a new, co-educational independent school for primary and secondary age pupils. The College collaborated with staff of the Centre for the Study of Teaching and Human Interaction, School of Education, La Trobe University in a school-based Creative Education In-service Program. (1)

The program involved the whole staff of the school, it lasted for a week and was funded by VISEC at $4,323. The program was organised in the belief that the bulk of in-service courses of the past three or four years, because they have been oriented towards individuals or status groups, have paid insufficient attention to the school as a unit.

The organisers of the program were concerned to test two ideas; first, that a successful program, focused on the school as a unit, could be held within the parameters of the school term and normal timetabling; second, that creative teaching could form an acceptable theme for a whole school stud of teaching and learning. The project was avowedly experimental and was designed to throw up problems and possibilities as much as to pursue predetermined ends. It involved a team of 24 external consultants, planning visits, and one week's intensive co-operative teaching in the school. The project has not yet been fully evaluated (the Australian Council for Educational Research is analysing pre- and post-test data) but preliminary assessments by the organiser (Dr Warren Lett) and the principal (Mr D. Davey) are as follows: An experimental atmosphere and high student enthusiasm were apparent, yet the consultants were not always adept at class control; some class groups were too large and the time allotted too short for some sessions to work; certain teachers were unable to resolve the problem of whether to pursue one activity in depth or experience a number of tasks fairl superficially; because of the numbers of children involved, teachers and consultants sometimes found themselves relegated to a child-minding role so that others could gain the most from the creative sessions; in some instances teachers proved themselves more skilful at the particular tasks than the consultants. Yet one basic objective, the involvement of all staff, the keen and the not so keen, was achieved. The principal, who is basically committed to school-based INSET, would be willing to attempt another such program now that the organisational problems have become apparent. The organiser, Dr Lett, has prepared a film on the experiment and tentatively concludes that with a slight modification of structure, to provide for follow-up with a smaller group of teachers, the whole school conference method involving outside consultants, has a significant future in INSET.

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(1) Main sources: Lett, W. Creative Education, An In-service Education Program for a Whole School. Melbourne, La Trobe University, 1975; interview with Mr D. Davey, Principal of Eltham College.

3.9 Evaluation and VISEC

Evaluation Project. VISEC has commissioned the Australian Council for Educational Research and a Monash University team to research the total area of in-service education within the context of VISEC's program of activities. The terms of reference of the evaluation group are:

(1) independently to evaluate in-service activities supported by the Committee;

(2) to determine the present effectiveness and future needs of in-service education in Victoria;

(3) to focus on broad goals and the total program of VISEC in-service courses; and

(4) to consider the aims and objectives of the organisers and the needs and wants of the participants.

It was expected that the information gathered would assist the Committee in establishing general priorities in planning as well as providing data on the outcomes of specific in-service activities (1). In approaching its task, the evaluation team was influenced by the concern for decision making, accountability and the politics of evaluation expressed by Stake and Stufflebeam in the USA and McDonald in the UK....."the right of those affected to be informed". The evaluation plan has four parts:

(1) a survey of the literature;(2)

(2) a questionnaire-based survey of (attitudes, participation) in-service education in Victoria. 1,000 questionnaires were distributed to a stratified random sample of teachers An excellent 90% return has yielded a large quantity of information which is now being processed;

(3) detailed studies of selected INSET activities: 20 in-depth studies including interviews and school observations;

(4) a review of the policy, structure and functions of VISEC.

Some parts of this work have been completed and the results published. It is unfortunate that parts 3 and 4, from which much valuable data for this Report and evidence of the "right to know" approach to evaluation might have been obtained, were not available at the time of writing. The VISEC evaluation is the largest of its kind at present being undertaken in Australia and the Victorian Joint Committee is the only one which, to date, has commissioned large-scale systematic evaluation studies.

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(1) Ingvarson, L. The Victorian In-service Education Project, Melbourne, Monash University, Faculty of Education, mimeo 1975.

(2) Batten, M. In-service Education for Teachers. A Review of the Literature. Victorian In-service Education Evaluation Project. Mimeo, December 1974.

The results of the first two parts of the study do not provide any conclusive evidence on the effectiveness or otherwise of present VISEC-supported activities but they will be useful for future policy development. The literature survey, although it is of value in setting policy and research in a wider context, does not aim to provide specific guidance for action. The teacher survey, and the survey of district inspectors, contain few surprises yet give more definite indications of the direction which VISEC might take in the future. Of the 840 teachers who responded to the mailed questionnaire (N = 1,000), the overwhelming majority supported the statement that some form of regular INSET is necessary. Strong support was expressed for greater teacher involvement (but evidence from VISEC and the RISEC's suggests that teachers do not take the openings for involvement at present open to them). The traditional, one-day conference mode of INSET although often ridiculed, was supported by approximately half the respondents. It was strongly felt that courses should be concrete, practical and discussion (not lecture) based, and that, in general, one-day, in-the-school time courses were preferred.

This study might be criticised for documenting what is already well known, and for posing questions which stimulated a reassertion of teachers' conventional wisdom about the tried and the known. Nevertheless, its findings will provide VISEC (and the RISEC's) with specific information which is pertinent to the process of deciding on the kinds of courses and programs which will be most acceptable to the teachers. The case studies will provide supporting information on the effectiveness of different approaches and give leads on the kinds of innovative approaches which are most likely to take root.

The survey of district inspectors held out special promise because the traditional and continuing role of this group is assessment for promotion, local control and course provision. By comparison with the 84% return for teachers, only 50% of district inspectors responded to questionnaires. The inspectors confirmed the conclusion drawn from the teacher questionnaire that it is the 'good' teacher, the promotion seeker and the young teacher who are most interested in INSET. The role of principals as important educational leaders in inspiring and supporting INSET was underlined. This suggests a concentration of effort on the principals themselves, still under-utilised as a major resource in a total INSET Program. As might be expected, given their traditional role, the inspectors were unable to see their way clearly through the puzzle, and dilemmas associated with incentives for INSET, where career advancement becomes entangled with a number of other factors, personal, institutional, professional etc.

Like the teacher attitude survey, the study of district inspectors did not reveal important new issues but instead has thrown up a number of familiar questions in the new context of an emerging State-wide regional structure and a general devolution of authority and decision making to the region and, to a lesser extent, the schools themselves. The new relationships of the inspectorate to these regional structures and the transformation of their role from controlling and supporting to disseminating, co-ordinating and a much more selective kind of support have yet to be achieved. The inspectorate will undoubtedly be a key factor in future INSET, but it is not yet clear in what ways this will be achieved.

In addition to the more formal studies being carried out by the evaluation team, there is no dearth of opinion in Victoria about the changes of the past three years. Reproaches from the Schools Commission about "frustrating regulations", criticism by some district inspectors of the unnecessary and intrusive RISEC structure which interferes with the traditional direct link to head office, public indignation at teachers "living it up" in residential conferences held at attractive resorts, teacher union criticisms of the continuance of Department-run upgrading courses which are said to discourage teachers from initiating or participating in VISEC and RISEC activities, complaints by school principals at the disruption resulting from the growth of Schools Commission funded full-time release, charges of conservatism and lack of imaginativeness levelled at VISEC, complaints that the principle of annual budgeting prevents long-term planning and promotes spending sprees, reminders that increased spending has not overcome the problem that INSET touches those who least need it, "the enthusiast who would pay his own way if necessary" - these and other criticisms, however justified, are to be expected as concomitants of a very rapid expansion, indeed partial transformation, of a traditional and limited scope INSET program.

VISEC and the RISEC's represent bold new endeavours in a situation where until less than five years ago the bulk of INSET consisted of upgrading qualifications. However, both VISEC and the RISEC's are subject to constraints and pressures which have resulted, so far, in less of a revolution than some enthusiasts had hoped for. VISEC operates under constraints similar to those which apply to any Public Service department, and it is in practice very closely related to Department policies and procedures, a situation which produces costs as well as benefits. The method of annual funding, in a situation where wide new opportunities for INSET have been opened up, has resulted in applications for support far in excess of available funds, lack of opportunity fully to consider and assess priorities and needs, and a general tendency to spend the funds that are available. The greatest expenditure to date has been on weekend residential conferences with up to 50% of the funds for those going to travel and accommodation. "A number of inspectors express misgivings about money 'wasted' on travel and accommodation in connection with in-service activities". (1)

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(1),, Ingvarson, L. and Fyfield, J. VISEP Survey: District Inspectors and In-service Education. Melbourne, Monash University, Faculty of Education, mimeo, 1975, p.7.

"Residential seminars were mentioned far more frequently than any other activity as significant courses which were unlikely to have taken place without the support of Schools Commission funding. When asked what was significant about them few inspectors gave reasons. Two mentioned the value they provided for in-depth study. None referred to outcomes such as teaching materials produced or changes in the schools". (1)

Given the sudden, dramatic increase in funds available it is inevitable that there should have been some uncertainty about priorities, and even waste. (Whatever "waste" may mean in this context where the modest salubriousness of the surroundings of teacher residential conferences may be contrasted with the facilities available over many years to business and other professional groups.) The newness of the programs, the inexperience of participants and organisers alike and a long history of financial dearth have had consequences which may be expected to be very short-lived, while the experience of thinking through and planning a whole range of new structures and programs should provide a solid basis for future development.

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(1) ibid p.9.

CASE STUDY 4: THE CENTRE FOR CONTINUING EDUCATION OF TEACHERS, TASMANIA (1)

The Centre is an in-service education consortium of two tertiary institutions and the State Department of Education. (2)

4.1 INSET in Tasmania

INSET in the island State of Tasmania consists of a broadly based program organised through a number of centres and institutions. There are in existence a State Teacher Development Committee (chaired by a member of staff of the State Department of Education), Regional Teacher Development Committees, four autonomous teachers centres and a unique tertiary institution-Department of Education consortium. A co-ordinated program of short courses is provided in different parts of the State in the teachers centres. These centres, although they receive Schools Commission grants, are not independent but fall within the purview of the State Department. The short courses are based on a philosophy of improvement which is explicitly formulated in the State publication Ideas for Teachers 1976:

> "The process of improvement has three main stages. First, you need to be aware that there is a problem. Second, to deal with the problem you must get the relevant information. Third, you must act."

The program of short courses offered throughout the State concerns itself with all three stages. Evaluation studies during 1975 showed that in the teaching profession at large there is widespread dissatisfaction with the levels of competence in teaching techniques, together with lack of clarity about educational aims and purposes. With the support of the Curriculum Development Centre, a study of the relationship of school to society (secondary) is underway. This study will, amongst other things, offer a critique of the aims which appear to underlie secondary schools and propose alternatives. This is a longer term approach which will generate demands for new kinds of INSET programs in the future.

The 1976 short course program is directed mainly towards (1) teacher skills and competences within specific curriculum areas, for example, art, computing, language, mathematics, music, social science etc., and (2) cross-disciplinary topics and themes, for example early childhood education, parent and community involvement, primary school policies, school-based development seminars, etc. Attendance at these courses, seminars, workshops, inter-school visits and meetings is voluntary; reimbursement of certain expenses, including travel and accommodation, is allowable. It is noteworthy that of the newer components in this program, the State Committee has singled out school-based development seminars for special support. For 1976, 42 submissions are being supported. These seminars, organised by the school staffs with some assistance from State officers, will range from total review of school policy and programs to examination of particular subject areas. They reflect an Australia-wide movement, noted elsewhere in this Report, to shift the focus away from traditional extra-school INSET to the school itself.

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(1) We are grateful to Mr K. Spaulding, Director of the Centre, for comments on an earlier draft.

(2) At the time of writing consideration is being given to a merger of the two tertiary institutions, the University of Tasmania and the College of Advanced Education.

4.2 The Centre for Continuing Education

The Tasmanian enthusiasm for school based INSET has in no way diminished the growth of a consortium of tertiary institutions which, in association with the State Department of Education, conducts a highly successful program of award-bearing INSET courses. This consortium is the Centre for Continuing Education of Teachers, an institution which has capitalised both on continuing teacher demand for award-bearing programs and on close relationships amongst teacher education personnel which itself is a function of the relative smallness of scale of educational operations in the State and its tradition of self-sufficiency.

> "The Centre for Continuing Education is an agency for promoting and facilitating the education of teachers beyond the initial or pre-service level. It has come into being to meet the needs of the mature student undertaking further or higher education, and it seeks to act as a focus for research and a forum for discussion of educational issues. The co-operating bodies are the Tasmanian College to Advanced Education (Division of Teacher Education), the Tasmanian Education Department (In-service Education Branch) and the University of Tasmania (Faculty of Education)." (1)

Thus does the Centre proclaim what is, in Australia, a unique partnership of research, teaching and administrative authorities.

4.2.1 Origins of the Centre

The State Department of Education, prior to 1967, was responsible for providing education courses to enable teachers appointed to the service without a formal course of teacher training to qualify for the Tasmanian Teachers' Certificate. This program was transferred to the State Teachers Colleges in 1967, and, between 1968 and 1971, it was expanded to include approved subjects for teachers who wished to qualify for reclassification within the Education Department. The Centre was established in 1972, to coincide with the formation of the Tasmanian College of Advanced Education which assumed a major responsibility for the full-time, pre-service education of teachers.

4.2.2 What is the Centre?

The Centre essentially provides opportunity for part-time study leading to named awards. It thus resembles the evening and summer school programs of universities and colleges and may be contrasted with the more loosely structured, teacher-centred Teaching Resources Centre (Canberra) and other Australian Education Centres, e.g. the Sydney Inner City Education Centre where study leading to formal qualifications tends to be deprecated. (See case studies 1 & 5).

The CCE is

- a part-time institution drawing upon the staff and other resources of its constituent agencies and governed by a committee representative of them
- a centre for mature students

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(1) Centre for Continuing Education of Teachers. Handbook 1976. Hobart, Tasmania. In-service Education Branch, p.1.

- a centre which provides tuition and study facilities for part-time students taking courses leading to a variety of awards, some of which are offered on a full-time basis by the member college/university

- a consortium/federation where supervision, accreditation and academic content of courses remains in the hands of the constituent institutions

- a way of using/concentrating resources of existing institutions instead of creating new institutions/programs and dispersing scarce resources. (1)

3.2.3 The program of courses offered by the Centre.

Courses fall into one or more of the categories listed in the 1976 Handbook :

FOUNDATION STUDIES

Classroom Interaction
Psychology and Education
Philosophy and Education

FURTHER STUDIES (Including Advanced Studies)

Language and Education
Mathematics and Education
Science and Education
Understanding Society
Early Childhood Education
Introduction to Special Education
Literature for Children
The Sociology of Education
Physical Education
Educational Measurement and Research
The Bases of Educational Decision

SUBJECTS OFFERED AT THIRD YEAR LEVEL ONLY

Music and Education
History (Australian C20th)
Political Studies
Human Geography

Degree of Master of Education

These courses are part-time and claimed to be different in significant respects from equivalent full-time courses. Three years of part-time study re normally needed to fulfil the requirements of one year of full-time study. Since the students in the Centre are more mature and more experienced than those undertaking full-time teacher education, it is said that courses are radically different from those available to pre-service students.

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(1) Looking to the future, the Centre is likely to receive grants from the Schools Commission through its Teacher Development program, an arrangement which should be consistent with the pattern that has developed successfully in Tasmania of channelling Schools Commission in-service funds directly into the State-run institutions. If the merger of the University and the CAE is effected, the Centre expects to offer courses leading to the University's part-time B.Ed. degree.

Thus it is intended that studies designed to prepare the student for his future teaching role should be replaced by studies which assist him to bring his existing practice into review in the light of new knowledge gained. This may not always be achieved in practice. For example, the Philosophy and Education course appears to draw heavily on the English philosophers, Hirst and Peters, and in its Australian reference uses the Karmel Report, e.g. on inequality. By contrast, the course Language and Education, Unit III, draws constantly upon classroom practice, adult-child relationships, and 'theory', from the teacher's point of view. This emphasis on the experience the student brings to the course is reflected in the policy on admissions. It is one of the principles of the Centre that no serving teacher should be refused entry on grounds of inadequate basic qualifications. Entries to the study program are provisional in the first place and the exact standing of a student is determined only after at least one course has been completed.

Students wishing to attempt higher level studies may do so if performance in initial courses warrants this. Thus the total length of a course may be reduced for advanced level students. The effect of the scheme is to give all practising teachers who can attend classes and some who can be enrolled as external students the opportunity of completing two, three or four year courses leading to the College of Advanced Education degrees of B.Ed and M.Ed. The minimum time in which requirements can be completed is determined by demonstrated ability rather than the accumulation of passes.

4.2.4 Methods

The Centre employs a wide range of teaching, study, workshop and research methods, including traditional type lecture programs, supervised study assignments, task groups, discussion groups in regional tutorial centres, distance (correspondence) tuition involving study guides, videotapes and cassette tapes, vacation and weekend seminars. Statements such as "The rationale behind this course depends very much on a participant-discovery approach rather than a passive-academic one" are not untypical. Courses tend to be focused on self performance, analysis and planning in teaching. Similarly, a wide range of approaches is adopted in student evaluation. Such approaches are appropriate given the maturity and experience of students some of whom are there because of the subtle - and not so subtle - pressures of the State and other systems to improve qualifications.

There on a visit one of the authors mingled with a group of somewhat sceptical and nervous technical teachers, embarking on an extensive program which will provide them with basic teacher training qualifications not previously required in the technical sector.

4.2.5 Some distinctive features of CCE.

Distinctive features of the Centre's work include:

- consortium approach by existing institutions which normally work independently of each other; this facilitates rational resources allocation and use and permits other system advantages

- open access (as in British Open University)

- variety of instructional approaches permitting use of student experience as a course input

- organic links with award-bearing full-time courses

- highly structured, with a strong academic orientation which yet incorporates student interest and experience

- class groups established in several large and small centres throughout the State, and provision of correspondence courses employing multi-media, distance education techniques for those unable to attend

- a flexible program of continuing education whose organisation and support structures permit indefinite expansion and modification to meet changing needs

- study guides approach

- explicit links with concept of 'open tertiary education' i.e. the Centre sees itself as making a modest but pioneering contribution to open tertiary education in Australia, where no single institution designated for this purpose has been set up but several tertiary institutions run major distance education programs.

4.2.6 Conclusion.

Tasmanian education has a number of unique features some of which, e.g. secondary colleges, have proved to be eminently transferable. The Centre for Continuing Education illustrates well the State's interest in keeping the number of institutions engaged in tertiary level education as small as possible and getting the benefit of co-operation and co-ordination. Frank acknowledgement of the powerful motivation of improving qualifications seems to be one of the main ingredients in the success of the CCE, although it is one that not all systems would be willing, perhaps, to affirm at this time. The Centre operates from roomy quarters (shared with a teachers centre) in an old school and draws heavily on a relatively small, enthusiastic and hardworking team. It has achieved what most other forms of INSET in Australia have either failed to achieve or have not even aimed at, namely the partial integration of existing tertiary institutions into the new INSET framework. For this reason alone it is deserving of very close study as an example of co-operative planning and economical use of resources. Regrettably, no systematic appraisal of its policies, mode of operation and impact appears to have been carried out.

The Centre would benefit from interchange with other teacher institutions engaged in INSET. Some of its aspirations, although on a reduced scale, resemble those that lay behind the founding of Britain's Open University. However, the resources available to the latter for course construction vastly exceed those the Centre has been able to draw upon. Consequently, the courses it has produced tend to lack the full multi-media impact and the study guide approach of the Open University Course. Perhaps one consequence of the proposed merger of the University and the CAE is that fuller use will be made of the wide range of expertise available in the two tertiary institutions - and required in full measure if the ambitious aspirations of the CCE are to be realised.

There is little evidence, as yet, of a fully developed tutorial system although strong interest in such a system is evinced in some of the course outlines. It would seem timely, in view of the proposed merger, to adopt something like the systems approach to course designs and learning that the Open University has exploited so successfully.

CASE STUDY 5: TEACHING RESOURCES CENTRE OF THE AUSTRALIAN CAPITAL TERRITORY SCHOOLS AUTHORITY.

Theme: INSET in a new and avowedly innovative school system.

5.1 Choice of the Centre as a case study.

This Centre is of special interest as a case study for the following reasons:

- It is the major institution for in-service education in Australia's newest school system
- It has been set up very deliberately to integrate and co-ordinate the in-service activities of a whole education authority
- The Centre's work is part of the Authority's Curriculum and Research Branch and should exemplify current views in the Australian Capital Territory and in Australia about the relationships to each other of in-service education and curriculum development
- The design of the Centre's policy and programs is based on a careful appraisal of research, theory and experience in Australian State systems and in overseas countries
- The Centre is, or will become, a conspicuous part of Australian in-service education and will offer itself - and be regarded - as something of a front runner (1)
- The Centre's work program incorporates a number of innovative practices in the Australian INSET context.

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(1) It is currently the subject of an OECD study for which its Director, Mr B. Price, is preparing a substantial report, due for publication late in 1976.

However, the Centre is not the only INSET agency in the ACT. The tertiary institutions, especially the Canberra College of Advanced Education and the Australian National University play a significant part (in this respect a comparison may be made with the Tasmanian case study, where the work of the tertiary institutions finds a focus in the Centre for Continuing Education). The main thought of the CAE's program is the upgrading of initial qualifications, which has been for decades in Australia the major factor in teacher participation in INSET.

5.2 The ACT Schools Authority (1)

Until 1974 teachers, curricula, inspectorial and other services for Australian Capital Territory schools were provided by the New South Wales Department of Education, the Commonwealth Government financing the construction and maintenance of school buildings. Because of the Capital Territory's physical location within the State of New South Wales and comparatively small population, the Commonwealth authorities preferred this arrangement to the expense and reorganisation which establishing a separate territorial education system would have entailed.

However, the mid-1960's witnessed widespread parent and teacher dissatisfaction with the New South Wales Department's policies on staffing, class sizes and other matters related to schooling in the Australian Capital Territory. These complaints coincided with the establishment, in N.S.W., of a major reorganisation scheme, the Wyndham Plan, one of whose effects would be substantially to raise school numbers in 1967. A practical outcome of this dissatisfaction was a series of public meetings, in which the influential ACT academic community took part, to discuss the feasibility of establishing an independent Australian Capital Territory Education Authority.

It is significant that the basic arguments for a separate authority were (a) the remoteness and other weaknesses of a highly centralized State authority located in Sydney and (b) the opportunity for an ACT system to provide national leadership in education. Thus it was anticipated that an ACT system would provide a model for decentralisation in administration and for reform in such matters as curricula, exams, teacher education, research, and educational diversity - all in need of reform in the State systems.

Despite the growing public demand for an expert inquiry into Australian Capital Territory education (a working party born out of a 1966 public seminar had drafted a possible format for an independent authority), the Government declined to respond until the early 1970's when the New South Wales Education Department moved for a gradual end to the existing agreement. Amongst the transitional steps taken was the Commonwealth's acceptance of responsibility for staffing schools, announced in 1972. At the same time, the Commonwealth Minister for Education foreshadowed a statutory authority.

Following a number of studies and reports and continuing public agitation, late in 1973 an interim body was established to handle the transfer of authority from New South Wales to the Commonwealth Government. Final decisions as to the structure and functions of a new authority were deferred until interested citizens had had an opportunity to consider and react to a working paper - "An Education Authority for the ACT" - then being circulated.

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(1) Information for this section was drawn in part from Burnett C., "The Development of the ACT Schools Authority" in Mulford, W., Kendall, L. and Burkhardt, G. Papers on ACT Education 1975-6. Canberra College of Advanced Education, 1976, pp.1-10.

Although legislation establishing the Authority has yet to be passed, its administrative functions are not expected to differ from those of the interim body which has operated since 1973. The Authority is a Statutory body responsible to the Commonwealth Minister for Education. It is governed by a 10 member council and provides Government pre-school, primary, secondary and evening college education in the Territory. Rather than give close direction to individual schools it provides services such as guidance, curriculum, resources and in-service education essential for the effective functioning of all schools. It is charged with ensuring that suitable educational provisions and opportunities exist for all people attending or applying to attend institutions within the system it administers.

> "It is the responsibility of the ACT Schools Authority to offer to all children in the ACT an education of the highest quality, which will assist every child to develop fully as an individual and a member of the community ... It should provide for the average, for the gifted, for the slow, retarded or handicapped, for the eccentric and for the non-conformist." (1)

Teaching staff in Australian Capital Territory schools are members of the Commonwealth Teaching Service, responsible since 1972 for the recruitment, salaries, assessment and promotion of teachers. The Interim A.C.T. Authority is responsible for allocating teachers to schools within the system, taking into account as far as possible both the schools' expressed requirements and preferences and the teachers' own preferences.

As its policy-making and deliberative agency the Authority has a Council comprising representatives of the Authority, parents and citizens associations, the Pre-school Society, the Commonwealth Teachers Federation, the Legislative Assembly and the Minister for Education. Policy is executed and the system administered by a Chief Education Officer, appointed for a period of seven years by the Governor-General on the recommendation of the Authority.

Individual School Boards instituted by the Authority will be responsible among other things for determining schools' educational policies and programs; for assessing the need for teachers and support staff; for fostering good relations between schools and community.

The Teaching Resources Centre is part of the Authority's Curriculum and Research Branch, hence in a very good position to integrate certain aspects of curriculum development with its in-service education program.

5.3 The Teaching Resources Centre.

5.3.1 The Centre's establishment and role.

As noted above the ACT Interim Authority's own program of INSET is but part of the total provision in Canberra. The total provision is not co-ordinated as a whole although there is close collaboration among the participating institutions and agencies. This reflects the characteristic Anglo-Saxon pluralism of Australian education, with tertiary institutions retaining a high degree of autonomy even when wholly or largely State-funded.

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(1) Guidelines on Relationships within the Education System, Interim ACT Schools Authority 1974.

The Canberra Teaching Resources Centre was established in 1972 as a regional centre for teachers (the ACT region) and it predates the creation of a separate Schools Authority in 1974, but not the movement which produced that Authority. The Centre sees itself as lying somewhere near the centre of a spectrum extending from informal INSET within a single school to the teacher's participation, usually with the assistance of his employer, the Commonwealth Teaching Service, in a higher degree course which might be anywhere in Australia. While the Centre is wholly supported from public funds, its courses are offered to teachers in non-Government schools as well as to teachers in the secondary, primary and pre-schools administered by the Authority.

The Centre serves as a meeting place, professional library, display area, audio-visual servicing agency and a venue for courses, workshops, seminars, meetings, etc. Because it is part of the Curriculum and Research Branch the Centre has been closely associated with a major series of curriculum development workshops conducted by the Interim Authority as part of the planning process for the new school system. The Centre, unlike the Schools Commission Education Centres, is part of a Government agency, and hence it is ultimately employer- or at least system-controlled although very determined efforts are being made to involve teachers and other interested parties in every aspect of its work including policy planning and management. Thus the Centre has laid considerable stress on participatory planning strategy for course provisions.

5.3.2 Policy and programs: a three stage approach.

(1) 1973-74

During 1973, responsibility for INSET in ACT schools still remained with the NSW Education Department but the Director of the Teaching Resources Centre began planning a program for 1974. A working paper was distributed to teachers in ACT schools in September 1973, suggesting provision for 1974 such that the Authority's right to construct longer-term policies would be in no way prejudiced. From the approximately four hundred responses a program for 1974 was organised. This program, based on teacher demand, was largely a miscellany of short courses covering a wide range of subjects and themes immediately recognisable to those familiar with the short course patterns of INSET in most advanced educational systems. These courses were of two main types:

(a) the internal school conference, i.e. in-school one- and two-day conferences and

(b) after school courses extending over several weeks.

The courses had to be dovetailed with the Authority's very demanding and staff-intensive program of curriculum development workshops. Both the courses and the workshops were in the voluntary-supportive mode since responsibility for the curriculum lies with the schools themselves. (1) A distinctive feature of the courses is the pre-planning session. Course members are expected to attend these sessions and to give direction and emphasis to the very broad course outlines contained in the prospectus. This method, although time-consuming, is justified by the results, since in post-course evaluations those courses least favourably received were the ones in which pre-planning sessions were not held.

(2) 1974-75.

While the 1974 course program was in progress, attempts were made to develop goals for 1975 and beyond. This was the stage of medium-term planning. A broadly based In-service Education Committee was established in November 1974. At the first meeting of this body the Director of the Teaching Resources Centre presented a paper which advocated school-based INSET, citing in its support OECD papers including one by Bolam.(2) Thus the major thrust of policy planning which emerged during 1974 was the school-based conference. However, provision of INSET during 1975 largely followed that developed in 1974. The 1975 prospectus comprises mainly short courses in major curriculum content areas (arts, languages, mathematics, social sciences, and to a lesser extent, physical and biological sciences) and methods of organisational themes such as individualising instruction, slow-learner programs, assessment, etc.

(3) 1975-76.

Endorsement by the In-service Education Committee of the school-based approach to INSET first given at the Committee's inaugural meeting in November 1974 was reiterated at its second meeting in April 1975. But schools were slower to take up the offer of assistance in the 1975 prospectus (subtitled for the first time, "Teacher Development Program") than the ISEC enthusiasts would have liked. At the third meeting of ISEC in August 1975, concern was expressed as follows:

> "Schools are not really responding to either the school-based challenge or the offer ... [by the Teaching Resources Centre]. Apparently it is easier for a school to allow one or more of its teachers to attend a central course or program rather than involve itself in some sort of school-based activity." (3)

However, this concern proved to be misplaced. ISEC had expected an immediate response and not allowed sufficient time for the word to get around or for schools to plan their own requirements for school conferences. Late in 1975 applications for the conferences poured in from more than forty schools. Moves are now under way for the Authority to restructure the school year and it is proposed to set aside up to four days in the 1976 school year for planning-type conferences. Controls are proposed to ensure that schools submit for approval proposals concerning the content and organisation of their conferences and that the opinions of parents and staff have been canvassed.

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(1) Until 1975 the ACT schools retained formal links with the NSW school system through their participation in the State's secondary school examinations. This tie is now broken and the examination system has been replaced by course work assessment and accreditation.

(2) "Teachers as Innovators". Report for the OECD Directorate for Social Affairs, Manpower and Education, Paris, typescript, 1974.

(3) Report of ISEC Meeting, 19 August 1975.

An interesting change of format has occurred in the 1976 Prospectus: Teacher Development Program, January-June 1976. On the one hand, due to the cuts in Federal Government educational expenditure, courses offered in school time have almost disappeared and teachers are warned that there is no guarantee that any course or program that is offered can be provided. On the other hand, a whole new section on school-based programs has appeared, with the comment that "the Authority has opted to make school-based program development a major curriculum assistance for 1976. The schools are invited to make use of this assistance as required" (p.2). The Authority has issued all schools with guidelines which imply that approval for up to four days' conferences per year will be automatic if the guidelines are followed. Themes suggested for the conferences are school administration, curriculum changes, community involvement, innovatory projects and evaluation. The use of what is normally teaching time for conferences is, however, coming under criticism, mainly from parents and from some members of the profession. One principal, commenting on the general issue of release during school time said, "it is time that the teaching profession realised it has longer holidays than any other profession, and it should be prepared to use vacation time for in-service education - we are all accountable".

The momentum already gained by school-based programs must be viewed in the context of a highly innovatory school system, which is growing very rapidly as new suburbs are built. A new institution of teacher education, the Canberra College of Advanced Education; the construction of open-plan high schools and two year secondary colleges; the replacement of external examinations by course assessment; the introduction of the semester system and of unit-based or modular courses; and major curriculum changes all contribute to a climate of change in which the school conference may be regarded as a necessary adaptation by the school as an institution to its new educational environment. Furthermore, the rapid acceptance of the school conference must be seen in the broader context of educational change throughout Australia. As noted in the Tasmanian CCE case study, in a State which has long and well-established educational and cultural traditions, there has been a sudden upsurge of interest in the school conference there.

5.3.3 Distinctive elements of the ACT approach to INSET

The newness of the ACT Interim Authority and of the INSET programs of the Teaching Resources Centre require that comment on distinctive features be cautious and tentative. It is too soon to draw conclusions not least because considerable changes are likely to be necessary following the current review of Federal expenditure in education. Both the Interim Authority and the Teaching Resources Centre were established in a period of financial buoyancy when unprecedented expansion of educational facilities was occurring in Australia as a result of the Federal Government's policies following its adoption of the Karmel Report. The Teaching Resources Centre is directly dependent on Federal money in a way that State centres are not.

With these reservations in mind, the following features are noteworthy. INSET through the Teaching Resources Centre has already:

- organised three years of courses, conferences, seminars, workshops, meetings, etc. on the principle of responding to stated teacher need; courses tend to be problem-oriented, open-ended and aimed at exploring classroom issues
- involved teachers on a significant scale in pre-planning courses and conferences, by keeping the content and format of courses loose and open until after the pre-planning sessions have been held
- introduced the school-planning conference, otherwise known as the 'school working party', 'pupil free days' or ' internal school conferences' (1)
- conducted programs which are accessible to all teachers in the system, a feature peculiar to the ACT and a consequence of the small size of the Australian Capital Territory, where no teacher is further than approximately a half-hour drive from the Teaching Resources Centre and the tertiary institutions
- provided opportunities for non-teachers to take a part in policy thinking, e.g. parental participation in planning school conferences
- organised INSET programs fully cognizant of, and in close association with, the curriculum development initiatives which the Authority is taking
- experimented with a mix of in-school and out-of-school INSET activities, although the former are now being drastically curtailed as a consequence of financial restraint
- undertaken limited evaluations, mainly through surveys of teacher opinion of courses provided and proposed
- evolved a unique relationship with the teachers and the Authority, which is conditioned by the unusual circumstance that teachers are employed not by the Authority but by the Commonwealth Teaching Service
- promoted widespread discussions and debate of INSET through a flow of publications and papers and the close personal contacts which are possible in a small school system
- provided a venue for meetings of teachers' associations and subject groups, display facilities, library resources, audio-visual services and so forth
- made full and effective use of initiatives in INSET in other parts of Australia and overseas (e.g. the Teaching Resources Centre is partly modelled on a similar centre in South Australia and in mimeographed papers there are ample references to the ideas of the U.K. James Committee, Goodlad's League of Co-operating Schools in California, the theoretical work of Havelock and others.

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(1) Although new for a whole public school system, this procedure had already been adopted in the Canberra-Goulburn Catholic primary school system and is being developed in other parts of the public school system in Australia, e.g. Tasmania and Victoria.

INSET in the ACT is in the process of becoming bureaucratised. The formation of formal advisory bodies e.g. the In-service Education Committee, the drawing of lines between the Teaching Resources Centre and the award-bearing programs of the tertiary institutions, the sub-dividing taking place within the Centre itself and the adoption of long-term planning approaches, and the financial cutbacks all testify that the initial period of uncertainty and wide experimentation is being replaced by more orderly and routine decision-making. This is inevitable and it may be anticipated that the Centre will shortly encounter the kinds of problems - and criticisms - familiar to organisers of more established programs. This point is, however, highly speculative since the ACT school system, with which the Centre has formed very close relationships, has not itself "settled down" and it is impossible to say what creative energies have yet to emerge. What is improbable, however, is a decline in INSET attendance following the curtailment of in-school-hours courses and conferences, interstate visits, use of experts from outside the ACT and other expensive items. Evidence from 1976 course and conference participation indicates that teachers will continue to use the Centre as an INSET base outside school hours and for the study of their own problems and needs and that they will make increasing use of its library, audio-visual and other resources.

CASE STUDY 6 : SCHOOL BASED INSET

6.1 Teacher involvement in INSET

A number of writers (1) emphasise the need for teacher involvement in the generation and organisation of in-service education, maintaining that unless teachers are able to relate their evolving knowledge and skills to problems which they personally identify in the school setting the full potential of in-service education will not be realised.

The in-service function can be divided into a number of sections. Firstly, there are the motivational aspects, the need to provide the teacher with the drive or conflict which will lead him to modify his actions in the classroom and school or to change certain features of the setting in which he works. Then there is concern with the actual functions of the experiencesfollowing an initial motivation, implying a need to relate the new ideas or skills meaningfully to the teacher's experience and to provide for modification of skills which he already possesses.

Experience of INSET in Australia as in other countries suggests that any of the following could motivate a teacher to seek some form of in-service activity:

- imperatives or authoritarian statements issuing from the Education Department or his own school principal. Once a teacher accepts a 'must' of this kind it is conceivable that he will attempt to alter his behaviour although not necessarily his beliefs and values to conform with what he recognises is inevitable, or necessary e.g. for promotion.

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(1) Cove, M. "Implications of the Australian Schools Commission for Teacher Development",in Allwood, L(ed.), Australian Schools; The Impact of the Australian Schools Commission, Australian International Press & Publications, 1975, pp. 48-62.

M. Skilbeck "School-based Curriculum Development and the Task of In-service Education" in Adams E(ed.), In-service Education & Teachers Centres, Oxford, Pergamon Press, 1975, pp. 95-114.

- confirmation of his behaviour because it conforms with what he perceives to be normal e.g. a young entrant to a school is likely to be socialised in a way that makes him conform more and more closely with what he perceives to be the normal behaviour of the teachers within that school

- the acceptance of a new desirable end requiring some modification of present beliefs, values and behaviour. Rather than analyse the means he is employing a teacher may come to analyse the endpoints of education in various ways and if the perceived ends of his own teaching do not coincide with what he now regards as the ideal ends, this discrepancy is in itself likely to be motivating

- the acceptance of utility i.e. an analysis of the means and relationships of his work may lead a teacher to conclude that he is employing inefficient or inappropriate means to achieve the ends which he considers to be most desirable

- acceptance of the leadership and authority of various professional reference groups, e.g. subject associations, research and development centres, professional journals.

In-Service education needs to take these and other motivational possibilities into account, recognising that they may conflict with one another in some instances, e.g. 'authority imperatives and acceptance of a new desirable end'. One question arising is whether INSET is best done in the school setting itself or in courses in centres removed from the school setting. There is a perceptible trend in Australian INSET towards utilisation of the school setting including holding courses and conferences within the school itself.

Other factors require equally careful consideration. Once a teacher has located a gap between his perceived present state and the state he desires to attain then there is a need to provide ways in which he might personally plug the gap. His success will depend on the relevance of the means which are available to him, on his ability to see them as relating to his particular situation.

For this to happen a large part of in-service education must involve the teacher's arrival at an understanding of the setting in which he works, which would probably involve him in some situational analysis. (1).

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(1) This point is further developed by Skilbeck, M. in Adams, op. cit.

No effort was made to make this a formal research study, although in December at the end of the school year the students were scheduled to undergo a standardised arithmetic and comprehension test along the lines of one administered before their start on the course. The school counsellor administered a special test to three students whom the teacher identified as having difficulties with the materials and concluded that they were probably achieving at potential. Meanwhile the teacher kept a progress diary on the use of the materials, their strengths and deficiencies and effects on achievements and attitudes.

Two trainee teachers from Queensland University, who elected to spend their first practice teaching session with this class, continued to spend a minimum of one period a week with the class for the remainder of the year assisting the teacher to prepare materials and identify others which might be suitable, to develop assessment items and work with individual students.

As a result of this success with the grade 9 class, the reporter was asked to help plan an intervention program for the current grade 8 slow learners in mathematics. Because nobody had accurately pinpointed areas which caused the students particular problems, or established the nature of their difficulties, it was decided to devote semester 2 to finding out.

Discussions were had with the three participating teachers and a review undertaken of materials, programs and the problems of diagnosing student difficulties. As the teachers were inexperienced in the use of alternative materials it was decided to work on a trial basis for the final 3 months of the year with a wide variety of teaching/learning materials to see what major areas the teachers could isolate as presenting student difficulties, and to attempt some judgements about the relative effectiveness of each activity for either identification of difficulties or remediation purposes.

The principal signified his support for the program by freeing two mathematics teachers for 10 periods weekly (a 3rd teacher devoted 6 of his free periods) and permitting all students to attend any of the special sessions they wished. In addition he allocated $500 of school funds for the purchase of the necessary materials. Three student teachers were also involved in various ways in the operation of the program.

The teachers were encouraged to apply to the Schools Commission for financial support for the program for 1975, but whatever the outcome the school was committed to its expansion. It was hoped that one major outcome of the exercise would be the development of a program for early identification of students failing with the current grade 8 and the preparation of an appropriate course for them.

This was a major development from the initial program and in itself contained implications for further change for thoseteachers not yet actively involved.

Children who attended the special sessions returned to their classrooms exhorting their regular teachers to use at least some of the new equipment and materials in class. All teachers in the mathematics department became aware of the existence and availability of a wide range of materials previously outside their experience.

In summary the program was a good example of both vertical and lateral diffusion : vertical in the sense that what occurred in one grade 9 class at the instigation of a single teacher initiated a program at a more junior level which itself was to have an impact on the school's total grades 8, 9, 10, mathematics program; lateral in the sense that the principal was encouraged to give the English mistress a matching grant for the purchase of special materials for teaching within her department. The study underlines the organic relationship between many school-based INSET programs and the evaluation, development and implementation of curriculum. Although the project may be regarded as staff-intensive, and therefore costly, the availability of staff and students in pre-service institutions is a resource which has yet to be fully tapped.

6.3 INSET arising from a practice teaching assignment (pre-service).

This study arose from the involvement of a staff member from a tertiary institution with practice teaching in a suburban primary school over a period of one year. By interacting with teachers, getting to know them and becoming accepted, the researcher was able to introduce an innovation in teaching practice which has significant implications for INSET.

Concurrently teachers in the school came to recognise that the student teachers were bringing in knowledge and skills which they themselves did not possess. A form of conflict was created, experienced teachers finding themselves in the unfamiliar and rather unsettling position of having to concede some special expertise to people to whom they traditionally expected to dispense knowledge and advice. They needed to decide how best to capitalise on the imported knowledge and skills, and the supervisor's role (made easy by her good personal relations with the staff) lay in devising a way in which the seasoned practitioners might signal their interest in what the students had to offer without any sense of losing professional face. The student teachers were invited to give practical demonstration of their knowledge and skills, the regular teachers retained their customary advisory role by suggesting modifications and alternatives and simultaneously benefited from seeing the skills applied in the classroom.

The supervisor spends (the program is ongoing) one day a week in the school with her thirteen students. There are eleven teachers. Her function on that day is to be available to help the student teachers or the resident teachers themselves, and the former are encouraged to incorporate what they learn in the course of the day into the classwork being undertaken at the college at that particular time. Most of the college lecturers have agreed to assist this incorporation of the students' practical experience into their broader course of study.

At the same time, the experienced teachers in the school are sharing experiences with the students instead of merely transmitting information and advice. One development has been the setting up of partnerships in which both seasoned teacher and novice are investigating new possibilities in teaching : in this way the former's advisory or 'master teacher' role has taken on the additional dimension of 'master learner', someone capable of appreciating and learning new techniques faster than the student. A bi-weekly seminar has been arranged in which student teachers and regular staff discuss salient points which emerge in the course of the week.

This exercise is essentially a method of attempting to present as normal what is otherwise something imported from outside the school, frequently in a casual or unsympathetic way. One advantage of this approach - school-based pre-service with certain in-service components - is that during the bi-weekly seminars teachers come to consider the possibility of new ends to their teaching. Instead of seeing the ends of their teaching as ensuring that their pupils perform to a certain standard in examinations they begin to consider such things as what is happening to the children and, importantly, what should be happening to them. Apart from acquiring new means to familiar ends there is some prospect that they will start to accept new ends as the product of education. The problems of formally evaluating work of this kind are considerable. For example, rules and formal procedures could be destructive of the relationships that must be built up. Diaries and other anecdotal approaches are being used.

6.4 A planned strategy of school-based professional development.

This highly organised and carefully monitored program of professional development was conducted during 1975 with fifteen teachers from seven Brisbane area primary schools, State and non-State, by selected teachers engaged in a series of experiences designed to increase their ability to individualise teaching. They then acted as dissemination agents within their respective schools. The program was based on elements of several in-service models - the Planned Organisation Change, Social Interaction and Problem Solving Models. (1).

Changes in teacher belief systems were charted in the teachers' own diaries and revealed in answers to questionnaires. Teacher perceptions of the program emerged in discussion and again in answers to a questionnaire.

All participants attested to changes in their teaching behaviours and an increased awareness of individuality, only one claiming not to have influenced other teachers in his school in respect to individualising instruction.

The major aims of the program were to:

- establish a local in-service committee to take the lead in promoting teacher initiated professional development programs in the district
- trial a two-phase model of teacher development. In Phase 1 selected teachers from the participating schools attended meetings designed to increase their ability to personalise instruction. In Phase 2 these teachers would act as change agents in their own schools.

The model aimed to effect change in the cognition of teaching through heightening awareness of alternative modes of behaviour. This heightened awareness, it was postulated, would result in cognitive dissonance in an out-of-class setting and so promote experimental behaviour within the class setting. This behaviour would create further problems, some of which the teacher would need assistance to solve. The main sources of assistance in this program were colleagues and low-directive external consultancy. The goal was teachers' achievement of self-sufficiency through constant interaction between the out-of-class and in-class experiences.

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(1) Logan, L.D. Report on the Teacher Development Program Conducted in the Inala District, Funded by the Schools Commission, 1975.

The in-service committee - two representatives nominated by each school, and the project organiser, under an elected chairman - was formed after a meeting between the organiser and the school principals, all of whom expressed support for the program. The Committee resolved to act as:

- the main decision making body
- the main link between the schools and the project co-ordinator
- a stimulus to participation within each school
- a means of staging further local in-service education programs
- a support for the fifteen teacher change agents throughout the program.

The questionnaire invited all teachers to list their perceived needs and principal morale inhibitors. The following picture emerged:

Major perceived needs	Major Morale Inhibitors
1. Providing for individual differences	1. Home/school relationships
2. Teaching language arts	2. Unsuitability of issued syllabuses
3. Classroom management	3. Lack of facilities
4. Program planning	4. Administrators
5. Remedial teaching	5. Salaries

Acting on this data the in-service committee chose to offer a program on individualising instruction. Accordingly, during late 1974, three twenty-minute video-tapes were produced of the three'volunteer lead teachers' acting in their normal classroom roles.

Committee representatives and each school principal were then asked to select teachers whom they considered suitable for the change agent role. This had a deleterious effect in the Phase 3 dissemination stage since a number of the selectors saw in-service education as having a primarily remedial function, whereas the program required that the change agents have enough expertise and colleague status to act as disseminators and opinion leaders within their schools. The fifteen teachers chosen had from one to ten years' experience. Three taught in a co-operative situation, the rest in self-contained classrooms, The junior, middle and senior sections of the schools were represented.

The first two meetings were held at an opportunity school (selective entry based on high educational attainments and/or high IQ) the remainder at different primary schools. On each occasion the visitors observed and discussed classes with the resident teachers. From the outset an informal atmosphere was created to foster the communication and criticism deemed essential if teachers were to restructure their cognition of teaching through self analysis stimulated by colleague to colleague interchange in a free and supportive atmosphere.

The general format of the meetings was:

- identification and plenary discussion of common problems
- small group analysis of each participant's program to suggest alternative ways of overcoming current problems and of fostering new developments
- setting of personal contracts of intent to be attempted between meetings.

The latter were designed to assist the individual to set clear goals and 'think through' the implementation steps: to acquaint teachers with one another's programs and so provide a basis for colleague analysis sessions and bring a degree of coercion to bear on each contracted participant; to provide a means of monitoring the degree of change being affected by each teacher. Teachers also kept diaries of classroom behaviour as a basis for self and colleague analysis and for summative evaluation of the project.

Brief Report on Meeting I.

The project was outlined in respect to the inter-active nature of the 'out-of-school' and the 'in-school' activities; the immediate and long term objectives; the necessity for open interpersonal communication between group members; the source of funding.

The co-ordinator outlined the concept of individualism and discussed some teacher and learner variables which the teacher might control or take into account when working towards individualising instruction. The group considered some organisational patterns which facilitate individualisation. A video-tape of a lead teacher using a notating group system was discussed with particular attention to instructional procedure and then group members described classroom management strategies of which they were aware. The group then discussed and assessed each strategy in respect to the degree of individualisation in terms of quantitative and qualitative variables. Finally, each teacher planned an activity or activities which would allow greater individualisation for all or some of the children in his class - and this became his personal statement of intent.

Main changes evidenced by in-service committee members.

Once they appreciated their control of funding and public accountability for the program, the members progressed from their initial tendency to look for external guidance to an active sense of involvement and dedication.

They achieved their main aim of forming a committee representative of all local primary teachers to take responsibility for increasing the opportunity for teacher initiated in-service education in the district. A feature of all the parent committee's work was its careful approach to the expenditure of funds and the means by which funds could be used to maximum effect.

Major problems reported by the change agent group.

A first difficulty was in understanding what was meant by individualised instruction and classroom management problems. However, once teachers began to conceive individuality in terms of learning rather than instruction; they appeared to have less difficulty in developing suitable classroom situations.

Specific difficulties reportedly overcome were 'ways of starting an individualised program, organising small group work, methods of marking and recording, how to involve the continual observer, ideas on pupil/teacher planning, and discipline through positive reinforcement techniques. Problems which they were unable to resolve were mainly institutionally based, e.g lack of facilities, difficulties due to class size etc.

Since all participants - as volunteers - had shown an active desire to individualise instruction, the degree of change was expected to be superficial. However, in discussions it emerged that some participants had not initially held strong convictions about the importance of individuality - and in all but one case there does appear to have been a fairly fundamental change in attitudes towards individualisation.

Since the program began from each teacher's self-perceived level of development, any change was evolutionary rather than revolutionary. Teachers' diaries show high teacher direction at the outset, yet by the end of the program six of the fifteen teachers evidenced a considerably increased ability to individualise instruction, and a shift from an authoritarian to an authoritative role. The others were teachers of slight experience and in two cases were pressed in the school by the principal's expectation that all children would meet 'the required standards in my tests.'

Because each teacher was regarded as an individual throughout the program, no group norm expectations were held in respect to rate of development. Those who did fairly rapidly develop the ability to cater for qualitative and quantitative individual differences provided a catalyst for their fellows. The overall rate of growth was slow, no surprise in a program which aimed to enable teachers to restructure their cognition of teaching through self-and colleague-analysis, to experiment with and internalise new behaviours.

A linear direction of growth could be identified as teachers became more expert at individualising instruction. Whether this trend was to continue would depend on a number of factors, notably the attitudes of individual principals.

Every teacher attested to an increased awareness of individuals, changed instructional behaviours, changed classroom management techniques or all three. All appeared to have changed their belief systems about teaching to various degrees, changes reflected in their classroom practices.

Phase 2. Dissemination by Teacher Change Agents.

Each change agent was asked to formulate a strategy for dissemination within his own school for discussion at meetings towards the end of Phase 1, identifying the intended target population, the objectives and the methods to be employed. All selected a limited target population of one or two teachers near whom they were teaching or with whom they had positive personal relationships. Dissemination methods chosen were marked by their informality.

The main problem cited by the change agents was the initial diffidence of their colleagues to their approaches. A second, and no doubt related problem, was the lack of active support by some of the principals. Nevertheless all but one of the change agents believed they had influenced to some degree one, or more of their colleagues. The 'lighthouse teacher' strategy seemed to be the most productive of the means chosen to influence their colleagues, with their want of an assurance that 'it works' before adopting an innovation.

The project co-ordinator felt the outcomes of Phase 2 to be in some ways disappointing, mainly because he had overestimated the number of teachers who could be 'converted' in the given time and the degree of expertise, self-confidence and 'role-committedness' of some of the change agents.

Comment on the project

The project sought to promote change in teacher belief systems and to develop teacher expertise over a series of meetings through low-directive consultancy by an external agent and through colleague and self analysis. Teachers were encouraged to experiment with the new behaviours while being supported by a colleague group until the behaviours were internalised. These teachers were then to act as disseminators or change agents. In all of these respects the project has proven reasonably effective as a strategy for an in-service education program designed to promote changes in teacher classroom behaviour.

As a study of teacher behaviour change the project's value would have been greatly enhanced by empirical pre-and post-treatment data. This was considered and rejected by the project co-ordinator on the grounds that it would probably inhibit achievement of the main purpose of the project which was to conduct a teacher-initiated and mainly teacher-conducted in-service program. Therefore while there are only 'soft-data' to support the above claim, with the reservations stated in the report, overall the project has proven to be fairly successful within the limited aims set.

PART 3. CONCLUSION

1. General character and limits of this study.

We will not attempt to synthesise the recent Australian experience of INSET in a set of overarching conclusions. For one thing, our study has not been able to penetrate deeply enough the complex and shifting pattern of teacher in-service education in a period of rapid change; for another, it is by no means clear which of the recent major initiatives are likely to become permanent features of the Australian educational landscape; finally, we doubt whether any of the theoretical frameworks which are on offer for analysing the dynamics of INSET and other forms of professional development has achieved the kind of ascendancy which would permit us to rationalise the kaleidoscopic changes in Australian INSET.

Our assessments and conclusions must be both subjective and, to a considerable extent, culture-bound. We realise that, in taking this approach, we may be posing some problems for the overall INSET project at least if it is an assumption of the project that universal statements can be made about innovation, dissemination, transfer, adoption and the like. It is at least arguable that the impingement of cultural factors makes transfer a problematic process, but since we have not attempted to analyse these cultural factors with any rigour, and have ourselves hinted at possibilities for transfer, this is a line of argument which we shall not pursue further. We wish merely to note that in our approach to INSET we have tried to relate changes to the Australian context even where we have not made this relationship explicit. In this concluding section, we shall treat INSET as an organic, developmental process within an educational system.

With the rapid growth of INSET and the demands it is making on scarce educational and financial resources, there is need for both a strengthening of theorising and a considerable expansion of the research base. For example, loose but seductive arguments concerning the value of or need for recurrent or life-long education can easily become the vehicle for a large and ill-defined expansion of INSET. We need to look very carefully indeed, at this time, at the kinds of arguments being advanced for quantitative growth, at the evidence available to support these arguments, and at the alternatives to sheer expansion that may be open to us.

One point that emerges from our inquiry with startling clarity is that expansion is still the prevailing mood, despite recent financial cuts. Yet we know relatively little about the impact that the great expansion of the past three years has had on schooling, pupils' learning, and the values, interests, skills, and knowledge structures of the teachers. While the same point might validly be made about many aspects of pre-service teacher education and indeed about much of schooling itself, the case for INSET must be more thoroughly grounded in knowledge of its values and effects of in-service if to compete successfully for resources which at present, in teacher education, are channelled largely into pre-service.

With these points in mind, and emphasising the tentative quantity of many of our interpretations and judgements, we made the following concluding remarks about INSET in Australia.

2. INSET : definition and coverage.

- We have taken a broad view of INSET, including the advanced award-bearing courses offered by tertiary institutions which are often separated conceptually as well as administratively from 'in-service' short courses, conferences and workshops.

- The concepts and the practice of INSET and 'curriculum development' are becoming blurred; although curriculum development is only one possible theme of INSET, as we have seen (e.g. in case study 6) it can be a very absorbing and significant one for teachers. Furthermore, it is recognised that effective curriculum development must incorporate strategies and programs of teacher education, in-service and pre-service.

- We have drawn attention, throughout the Report, to a wide range of types, approaches, methods, programs and conceptions of INSET. Examples we have noted include employer and employee-initiated; urban and rural differences; course work (short and long) and workshop approaches; problem-based and didactic; school-based (including whole-school conferences) and teachers centre/education centre/conference/university and college-based; programs concerned with developing new roles and programs focused on improving existing role performance, training in specific techniques, methodologies etc. and broadly-based continuing education, and INSET directed at paradigm shifts and INSET concerned with various aspects of system-maintenance.

- We have identified, in the overall structure of INSET, moves towards closer communication, articulation of policies, programs and institutions, co-ordination and other facets of what might appear as a national system. However, there is no national system of INSET in Australia and even the current trends towards national and State-wide articulation could be cut short by financial constraints.

3. The nature of the INSET task in the Australian cultural setting.

In this section, our comments will of course include judgements of our own about the tasks which ought to be undertaken.

- Teacher self-development, related to the goals of personal and professional autonomy, may be regarded as the most challenging task for INSET. The one effective control over unrealistic attempts to continue increasing resource allocation to INSET is to develop approaches which will enable teachers, and communities of teachers, to achieve independence, exercise initiative and assume responsibility for their own INSET requirements. This aim must be qualified in as much that, by definition, some aspects of INSET will require continuing dependence and the involvement of other groups and institutions than teachers in schools. If autonomy is accepted as a general goal, a corollary is that educational system will provide opportunities for teachers to try out new tasks, roles, relationships. Autonomy is not simply a personal or corporate objective of teachers, it has important system correlates.

- The goal of autonomy has become more pressing as a consequence of the devolution of reponsibility for curriculum and assessment to the schools. This devolution has been partial but there is ample evidence that the movement will strengthen. Proper tasks for INSET will include:

    training and practice in curriculum development and various forms of assessment

    analysis of and practice in teaching as problem-solving

    role development

    resource development and utilisation

    needs assessment (this is partly a research task which can become a significant element in INSET, as in the situation discussed in case study 6)

    the analysis, through critical reflection, of teacher meanings and situations

    an appraisal of the cultural contexts of schooling and possible modifications, renewals and developments of culture

- Skills development will continue to be one of the main thrusts of INSET. New skills and understandings for new curricula, new types of classroom, and school organisation, and new roles for teachers will all be required. Given the 'slippage' that appears to take place in the early years of teaching, comparable perhaps to the displacement or routinising of skills in other occupations, there will be a continuing task of modification and reinforcement.

- Induction programs have scarcely existed in Australia, and it appears that current interest in the subject will lead shortly to some experiments being set up. These will need to be assessed, modified, and, if successful, disseminated. This could be a very large and very expensive undertaking.

- In view of the rapid establishment of a large number of teachers centres, professional centres and education centres, and the newly established and emerging administrative and financial structures, appropriate roles, relationships, lines of authority, channels of communication etc. will need to be defined. Each teachers centre, for example will have to work out an appropriate role for itself.

- Tertiary institutions have a great but under-used potential for INSET. As new in-service B.Ed. courses. for example, are established, there is need to define their objectives, structures and programs in relationship to INSET needs, a task which is made extremely difficult by the limitations in our present understanding of just what these needs are.

- Research and evaluation as integral parts of program development are required. This is beginning to be widely recognised but there is little evidence of any interest in a thoroughgoing appraisal of evaluation strategies and tasks.

- The above tasks are by no means all that is required. Perhaps the most urgent task is to set up procedures for defining the field, analysing needs and determining priorities. Since resources are likely to be very limited indeed, we have to find ways of carrying out this review concurrently with allocating funds and managing restricted budgets. Given the strong forward tendency of INSET in Australia, there is no possibility of postponing further development until this review is undertaken.

- It is unfortunate that there appear to be no agencies or bodies, other than voluntary groups, who have the necessary authority and resources to undertake this review. The Schools Commission could assist but ought not to take responsibility for an activity which necessarily involves a number of Federal and State bodies.

4. Strengths and deficiencies of Australian INSET.

4.1 Major thrusts.

We have drawn attention to:

- the rapid and uneven quantitative growth of INSET
- the creative and experimental mode in which much of this growth has occurred
- the frank recognition that in many areas there is no alternative to trial and error
- the broadening of the range of topics, themes, subjects and methods included in INSET
- greater and more varied participation
- emerging national, State-wide and regional structures
- the teacher/education/support centre movement
- the role of tertiary institutions mainly through award-bearing courses
- the recent emergence of school-based curriculum development as a primary focus
- the concept of development of teachers and organisations.

These and other attributes denote a lively, creative period in the history of in-service teacher education in Australia. It is not an exaggeration to say that in these respects, the past three years are without precedent. It is to be expected that strengths, problems and weaknesses would all be very apparent in such a period of growth.

We shall enumerate some of what we regard as major strengths and weaknesses in the current development phase of INSET, noting also several of the crucial problems which have yet to be overcome.

4.2 Strengths.

- a growing awareness and recognition of the need for INSET, its possibilities and likely development
- teacher involvement in decision-making : professional development is seen as a more appropriate designation than in-service teacher training e.g. the ACT Teaching Resources Centre Study
- a width and diversity of approaches

- the creative, experimental atmosphere which permits the free inflow of ideas and practices from whatever source

- the beginnings of system-level thinking, e.g. the VISEC study

- growth of programs of school-based INSET including programs for school-based curriculum development and assessment

- a growing, but still limited and patchy, research interest

- acceptance and utilisation of powerful motives of self-enhancement and career development

- the availability (now perhaps in jeopardy) of substantial funding and administrative support.

4.3 Problems and weaknesses (reference should also be made to Part 1 of the Report, section 4.1.8).

- Despite the wider participation, INSET is still too much teacher-focused; it is not sufficiently involving even of the education profession. A reciprocal point is that the education systems are not providing enough scope for the professionalisation of teachers.

- Financing is short-term and has now the appearance of an on-off system. This is particularly damaging to new institutions such as education centres.

- Career opportunities and career structures for INSET professionals have yet to be worked out. There may be some risk of excessive professionalisation of roles of e.g. wardens of centres.

- There is increasing public wariness of INSET perhaps influenced by an unfavourable image of teachers resulting from a succession of unpopular strikes and resistance to "time off school" for teachers to participate in conferences and meetings.

- Under-utilisation of the potential of some parts of the system, especially in relation to the training of teacher trainers in tertiary institutions, appears to be a weakness but may prove to be a valuable challenge in the re-design of higher degrees and in-service B.Ed. programs. Very different approaches from those used in the orthodox academic disciplines will be required.

- Assumptions about the purpose of INSET are in some quarters still too narrow, e.g. the belief that its main role is remediation or compensation. This is understandable in light of the historical development of the field but will prove a barrier to understanding in the future.

- Unresolved dilemmas are a consequence of the different perceptions of the roles of INSET that are to be found amongst some sections of the inspectorate (the legacy of promotion-assessment) and teachers unions (the doctrine of separation of promotion and qualifications beyond the minimum). How far, it may be asked, should INSET be articulated, as some of its exponents have proposed, into a total, award-bearing system? In attempting to answer this question we shall touch upon most of the problems and possibilities in INSET.

- There is a great deal of unease and uncertainty in Australian in-service education consequent not only on recent financial cuts but on incomplete specifications of institutional roles, partial system articulation and the changing structure, organisation and responsibilities of some parts of the school system and of the college sector in tertiary education.

- Amongst the many issues in evaluation, particular attention needs to be given to (1) accounting - the dearth of accounts of what INSET has done and is proposing to do (2) effect - the paucity of research reports on the effects of INSET on pupils, teachers, and the system. The VISEEP study is an important but still an isolated step forward. It has been argued that teachers' attitudes and values, school climate and other variables have not been significantly changed through INSET. If true, this suggests the need not only for further studies but for a reorientation of INSET programs currently under preparation for the next school year.

5. The future.

Speculation about the future of relatively new initiatives in education, in a period of financial stringency, is a hazardous business. We do not aim to make predictions but to conclude our report with some questions and proposals which, we believe, should be addressed by the various bodies who will be responsible for policy, finance and administration of INSET:

- Will the recent upsurge of creative and experimental initiatives in many different aspects of in-service education be brought prematurely to an end, before we have established either the understanding or the institutional framework which are necessary for "consolidation" to take place?

- The gradual but steady elimination of a backlog of under-qualified teachers over the next few years will extend the scope for in-service activities related directly to teaching and learning situations. A policy for INSET ought to take the opportunity provided by the run-down of one system to strengthen and perhaps enlarge another.

- Rapidly increased interest in the school as a focus of INSET ought not to result in a narrowing of interest and effort. There is need also for programs which are neither school-based nor even directly related to classroom concerns, if we are to avoid parochialism and inbreeding. The principle of school autonomy need not mean school exclusiveness. A focus on school situations and tasks can be a means of bringing to bear upon concrete, practical problems a very wide range of understanding and skills. However, this focus, in a total INSET program should be complemented by the provision of learning situations for teachers which take them completely away from the school environment, to residential centres, schools other than their own, tertiary institutions, factories, offices and so on.

- Present inadequacies in communications and other forms of linkage, it may be anticipated, will become a matter of increasing concern. Much more effective utilisation of existing resources is possible and will become necessary if the new local and regional support structures are to justify themselves. The regionalisation policy, for example, requires that linkages be thought out very carefully if waste is to be avoided and basic tasks carried out. There is evidence in several States, for example in New South Wales, that linkage for curriculum and in-service involving State Department regional centres and the schools will be greatly strengthened in the future.

- Interest in and a capacity to develop new programs for the induction year and for teacher trainers suggest that these are two aspects of INSET in Australia wherein considerable progress will be achieved in the next two or three years.

- Since INSET, like any other educational activity, can very easily become routinised, all agencies involved in it need to ask whether they are adopting the kinds of multi-faceted, research-orientated approaches from which we can learn about the effectiveness of present practice and needs for the future.

- We have come across relatively little evidence of programs which draw upon knowledge and experience in the broad areas of personal and interpersonal relationship education. Utilitarian notions and interests can easily prevail in INSET unless the task is so analysed as to include the teacher's needs as a human being, living in a social environment in which relationships are of profound significance. A welcome development of INSET would be a proportionate reduction in programs devoted to methods, content, techniques, aids and gadgetry and a corresponding increase in activities based on concepts of persons and persons in relationships.

Research can easily appear as a 'sacred cow' in education. It is customary to invoke the need for 'more research' and the conclusion of studies and inquiries such as this. The need, in our case, is not so much for more research - although there has been so little that, from a researcher's standpoint the directory is practically virgin - as for evaluation which informs the ongoing process of decision-making and resource allocation. Surveys of attitudes and of 'felt needs' have a part to play in this but they are not the highest priority. We need improvements in more basic matters, such as collating and analysing existing information, teacher reports on their own experiences with and without INSET - support, feedback loops for individual courses, conferences, etc., and studies of the socio-cultural context. In this context INSET will be seen, not as a form of training for a particular profession but as part of the wider educative process whose task is to nourish and transform the culture.

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